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DECISIONS PAPER

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I N T R O D U C T I O N

Since the Discussion Draft General Management Plan for Gateway National Recreation Area was released in September 1976, there have been a number of important changes in the plan as a result of public involvement in the planning and review process. Numerous written comments about the Discussion Draft were received by the National Park Service, and over 75 formal and informal public meetings in New York and New Jersey were held with civic and professional groups, governmental agencies, community planning institutions, and interested citizens. The responses were summarized by the National Park Service in a paper titled Here's What We Heard, published in March 1977.

Although the basic concepts of the Discussion Draft seem to have met with wide acceptance, some aspects were controversial, and Park Service managers and planners carefully analyzed objections and alternative suggestions that were made by the public. The subsequent changes are outlined in this Decisions Paper. Decisions are organized according to whether they relate to the park in general or to specific management units, and for the more important decisions, both the public's viewpoints and the National Park Service's viewpoints are presented.

It is, of course, not feasible for this Decisions Paper to cover all of the topics and to recapitulate all of the input and decisions made during earlier planning stages, and it would be too costly to republish and redistribute previously published planning documents. These documents are still available in the region's library systems for people interested in a full overview of the planning process, or they can be made available for study at Gateway headquarters.

A draft Environmental Statement, an analysis required by the National Environmental Policy Act of 1969 that details the actions of the present plan for Gateway and assesses the environmental impacts of those actions, has also been prepared. The Decisions Paper outlines the present proposals for Gateway, while the Environmental Statement evaluates those proposals in depth. Single copies of the Environmental Statement will be available upon request for agencies, organizations, and groups needing them, and they will also be available in public libraries.

While the management plan for Gateway was being revised, more detailed plans were being done for several parts of Gateway--most of Breezy Point, Spring Creek Park, Miller Field, Great Kills Park, and all of Sandy Hook (except for the Gateway Village at Fort Hancock). Called development concept plans, these plans move Gateway's planning one step beyond the general management plan, making it possible to begin final design and construction.

Planning for the Gateway Villages is generally at the same level as presented in the Discussion Draft. However, the concept has been refined and stated in more detail to reflect comments and concerns about the initial proposals in the Discussion Draft. Additional planning for these areas will be done through contracts for development concept plans, probably beginning in late 1978 or early 1979.

To facilitate a wider measure of public participation in understanding and reviewing the present proposals for Gateway, the National Park Service has set up a "Gateway Hotline." To obtain answers to questions about Gateway or to offer an informal comment or suggestion, interested persons are invited to call one of the following numbers:

From area code 212, call 343-9720

From outside area code 212, but within New York State, call 800-522-8701 (toll free)

From outside New York State, call 800-221-8100 (toll free)

This service will be available from April 15 to May 15, 1978, Monday through Friday, 2 p.m. to 9 p.m. A person familiar with the plan will answer questions or arrange to get the information needed to answer the questions. Notes will be made of comments (conversations will not be recorded), which will then be reviewed by National Park Service officials and planners. All comments will be welcome. Of course, those who feel something important has been overlooked, or those who want to make substantive comments, are encouraged to write to the superintendent, Gateway National Recreation Area, Floyd Bennett Field, Brooklyn, New York, 11234.

P A R K W I D E D E C I S I O N S

Congress created Gateway as a national recreation area "to preserve and protect for the use and enjoyment of present and future generations an area possessing outstanding natural and recreational features" (Public Law 92-592). Section 3(a) of the establishment act specifies that "in the administration of the recreation area, the Secretary (of the Interior) may utilize such statutory authority available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of the Act."

In recognizing both the natural and recreational attributes of Gateway, Congress allowed for a combination of conservation practices and recreational opportunities, and Gateway is large enough to provide for both. The present plan attempts to balance recreational opportunities with the long-term protection of significant natural, historic, and scenic features. This has been an underlying concern since planning for Gateway began, and the first action was a detailed environmental inventory of natural and historic resources, around which recreational developments or opportunities could be proposed. All ecologically significant areas will be protected, including all wildlife habitats, and every effort will be made to protect and work out viable, long-term uses for historic structures of merit.

Although Gateway's development budget as presented in the Discussion Draft appears to be relatively large, only about 20 percent will be involved in constructing new buildings, most of them beach centers, which will be designed to be low-impact, low-profile structures that are compatible with the immediate natural environment. About 60 percent of Gateway's long-term budget is earmarked for land restoration and reclamation to return heavily altered lands to a more natural state and to nourish and restore natural processes. The remaining 20 percent of the budget will be for rehabilitation or alternative use of existing buildings and structures so that they may fully contribute to recreational, educational, and cultural opportunities at Gateway.

There are many acres in Gateway that are already heavily impacted and where future recreational uses will have no adverse effects. By limiting developments to these areas, by using both physical and visual buffers, by limiting certain zones to supervised uses under permit, and by closing other zones to all public uses, it will be possible to accommodate potentially competing uses.

The following decisions all reflect the basic attempt to conserve natural elements at Gateway and to provide for recreational oppor-

tunities that will help meet the region's needs without amplifying transportation problems. As a matter of principle, however, the National Park Service has made a conscious effort to protect the park's natural and historic assets in recognition of the long time it would take to undo the damage that might otherwise result.

VISITOR-USE LEVELS AND TRANSPORTATION

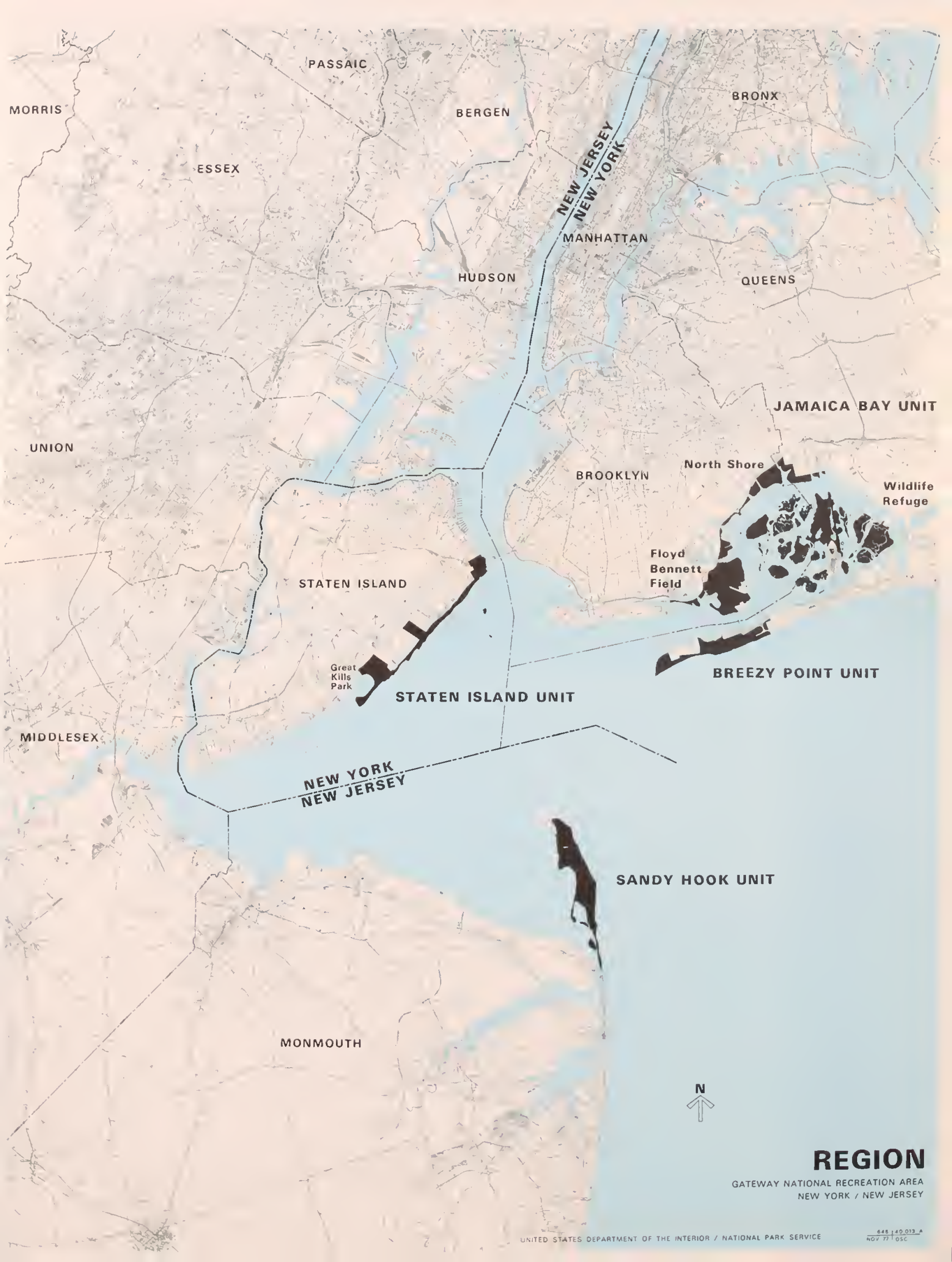
Discussion

Currently, there are some 8 million annual visitors to Gateway. When the national recreation area was proposed in 1969, it was expected that annual visitation would approach 50 million. That figure was based on the critical assumption that rapid transit (subway) access would be extended to the Breezy Point Unit. The Discussion Draft General Management Plan projected 16.9 million visitors in stage one and 20 million after stage two. While these figures were substantially below the initial figure quoted in 1969, they were still sizable when compared to other National Park System areas: three times the annual number of visitors to Cape Cod, five times the number of visitors to such parks as Acadia and Yosemite, and fifteen to twenty times the number of visitors to Fire Island, which is relatively inaccessible to the majority of New York/New Jersey residents, even though it is on nearby Long Island.

Considerable public comment on the Discussion Draft focused on increasing beach use on heavy visitor-use days, which occur only a few times each season. By definition there is only one peak day per year, with two or three other days when use is about 75 percent of the peak-day use. The average summer weekend day is about half as crowded as the peak day (see Appendix B), and the average summer weekday is only 25 percent as crowded. During spring and fall, visitor use represents 21 percent of the total, and winter accounts for 2 percent (see the Annual Visitor Use table). There was only moderate support for greater use on heavy-use days at Gateway, even though many people recognized the general shortage of accessible public beaches in the New York/New Jersey metropolitan region.

As shown in the Parkwide Daily and Annual Visitor Use chart, the three or so heavy-use days contribute little to the annual total number of park visits. For example, the three heaviest-use days at Breezy Point contribute just 3 percent of the total number of Gateway visits.

Increasing visits on heavy-use days would require a corresponding increase in the capability of the transportation network serving Gateway. The National Park Service would not be able to control



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MANHATTAN

HUDSON

QUEENS

JAMAICA BAY UNIT

UNION

BROOKLYN

North Shore

Wildlife
Refuge

Floyd
Bennett
Field

STATEN ISLAND

Great
Kills
Park

STATEN ISLAND UNIT

BREEZY POINT UNIT

MIDDLESEX

NEW YORK
NEW JERSEY

SANDY HOOK UNIT

MONMOUTH

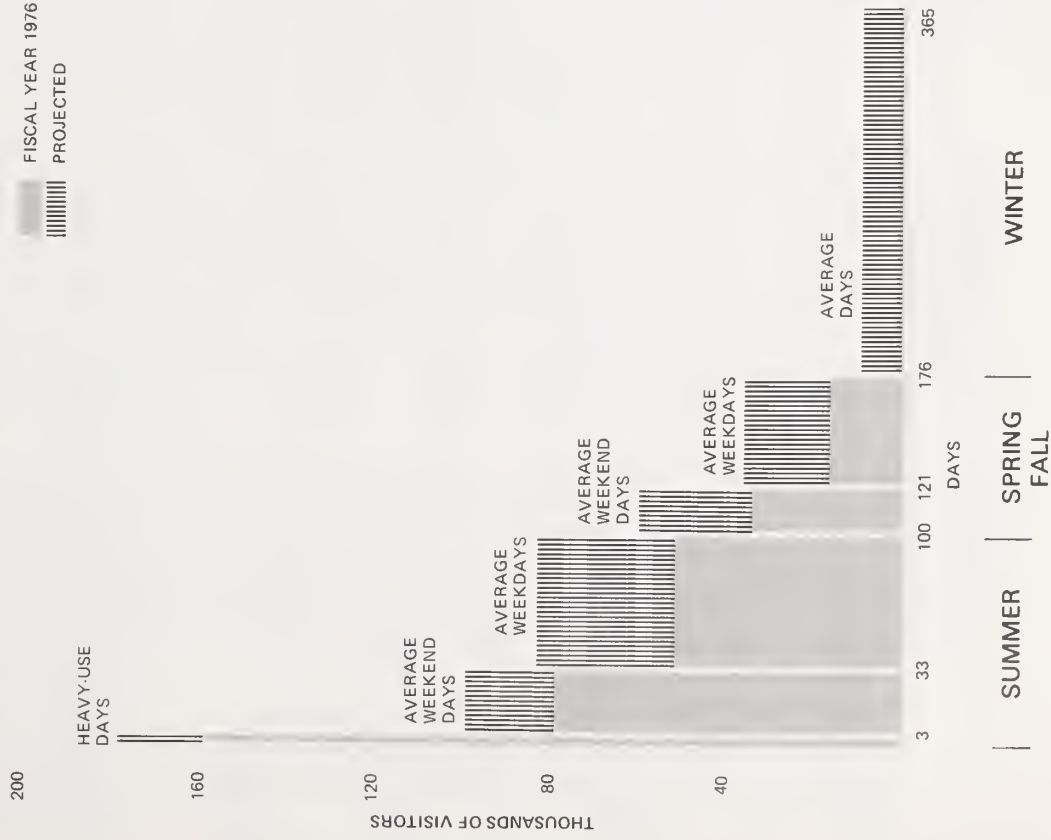


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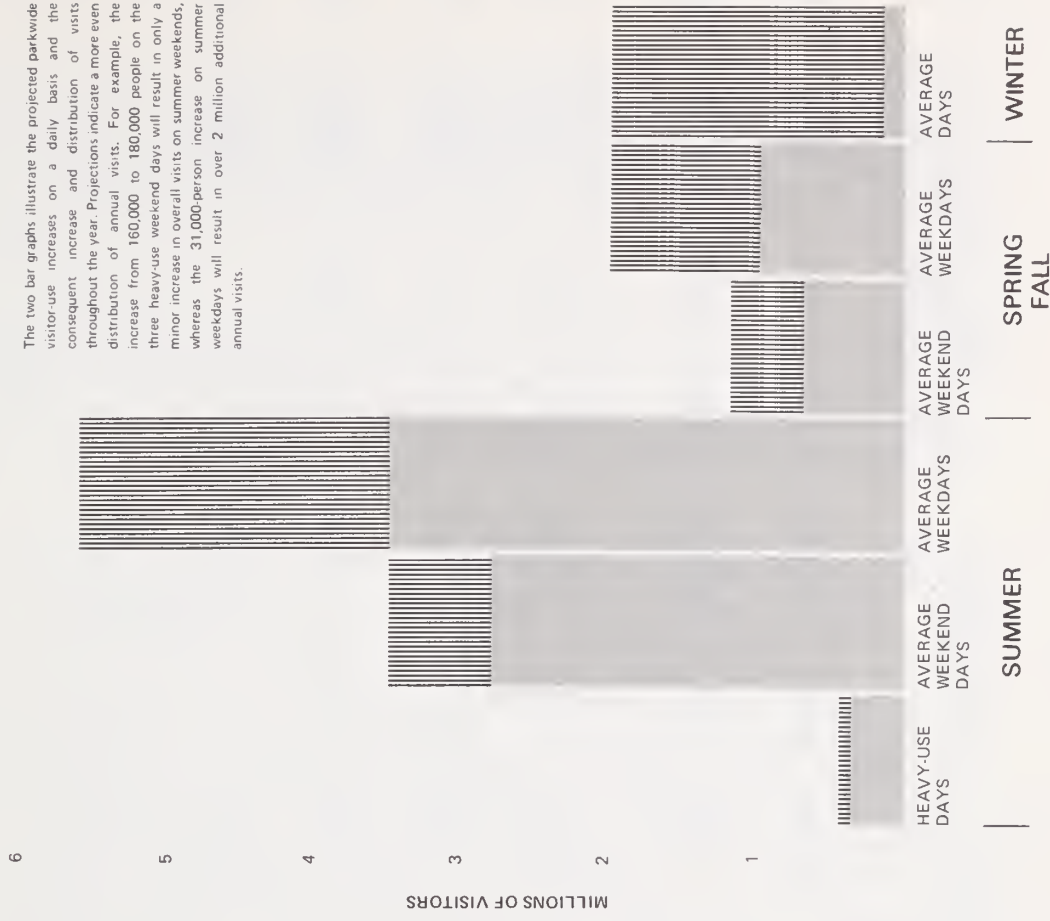
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PARKWIDE

DAILY USE



ANNUAL USE



The two bar graphs illustrate the projected parkwide visitor-use increases on a daily basis and the consequent increase and distribution of visits throughout the year. Projections indicate a more even distribution of annual visits. For example, the increase from 160,000 to 180,000 people on the three heavy-use weekend days will result in only a minor increase in overall visits on summer weekends, whereas the 31,000-person increase on summer weekdays will result in over 2 million additional annual visits.

ANNUAL VISITOR USE--FY 1976 (7/75-6/76) AND PROJECTED FOR STAGE I
(Based upon existing use patterns)

	SANDY HOOK		STATEN ISLAND ¹		BREEZY POINT		JAMAICA BAY ²		PARKWIDE TOTAL
	Daily	Gateway Village ⁵	Total	Daily	Total	Daily	Gateway Village	Total	
SUMMER (43% increase) Avg. Weekend Day ³ (occurs 33 times) FY 1976 Projected ⁶	15,000 25,000	1,000 1,000	540,000 870,000	10,000 10,000	360,000 360,000	45,000 55,000	nominal 4	1,620,000 1,950,000	2,880,000 3,540,000
Avg. Weekday (occurs 67 times) FY 1976 Projected ⁷	12,000 19,000	1,000 2,000	804,000 1,273,000	8,000 10,000	536,000 670,000	25,000 40,000	nominal 7,500	1,675,000 2,680,000	3,551,000 5,662,000
SPRING AND FALL (8% increase) Avg. Weekend Day (occurs 21 times) FY 1976 Projected ⁷	9,000 17,000	1,000 5,000	189,000 357,000	6,000 7,500	126,000 157,000	13,500 23,000	nominal 7,500	284,000 483,000	725,000 1,281,000
Avg. Weekday (occurs 55 times) FY 1976 Projected ⁸	6,000 12,000	nominal 2,000	330,000 660,000	4,000 5,000	220,000 275,000	4,500 8,000	nominal 7,500	248,000 440,000	1,018,000 2,008,000
WINTER (975% increase) Avg. Day (occurs 189 times) FY 1976 Projected	800 2,800	nominal 2,000	151,000 529,000	nominal nominal	nominal nominal	nominal 100	nominal 7,500	nominal 19,000	189,000 2,032,000
TOTAL ANNUAL (75% increase) FY 1976 Projected		2,014,000 3,689,000			1,242,000 1,462,000			3,827,000 5,572,000	8,363,000 14,523,000

1. Does not include Oakwood Beach, South and Midland Beaches, Hoffman and Swinburne Islands, and the Fort Wadsworth Gateway Village
2. Does not include the Pennsylvania and Fountain Avenue landfills
3. Includes an average of 1 peak day and 2 other heavy-use days
4. The Floyd Bennett Field Gateway Village, administratively within the Jamaica Bay Unit, shares the same access corridor as the Breezy Point Unit. Summer Weekend projections are therefore included in the "Daily" and "Total" columns for the Breezy Point Unit.
5. Included in "Total" and "Daily" columns
6. Includes ferry arrivals at Breezy Point and Sandy Hook - 10,000 each
7. Includes ferry arrivals at Breezy Point and Sandy Hook - 5,000 each
8. Includes ferry arrivals at Breezy Point and Sandy Hook - 2,000 each

NOTE: Daily visitor use tables for Sandy Hook, Staten Island, and Breezy Point are included in Appendix C.

whether visitors arrived by public (bus) or private (automobile) transportation; consequently, significant visitor increases would be greater than the existing or projected transportation systems could deliver in a manner that was environmentally acceptable to neighboring communities and to those along the principal transportation corridors.

At one point during the planning process, calculations were made to determine the number of buses that would be required to transport additional visitors to the three Gateway units with ocean beaches on the peak day (additional visitors to Jamaica Bay were not anticipated). The calculations for the Breezy Point Unit are described briefly below.

At Breezy Point, an increase of 30,000 visitors on the peak day (the current peak day is 90,000 visitors) and operation of a shuttle from Floyd Bennett Field across Marine Parkway Bridge would require 246 buses an hour on the bridge--133 buses from Floyd Bennett Field plus 113 buses per hour along Flatbush Avenue. This would result in a 15-second headway for buses. With projected traffic levels, conditions on Flatbush Avenue between the Belt Parkway and Marine Parkway Bridge would range from moderate to severe. The projected bus headway on the bridge, which would be crowded beyond acceptable standards, would result in additional queuing of buses, breakdowns in schedules, and stackups and congestion at stops and terminals. Parking, double parking, bus stops, a lack of progression between signalized intersections, conflicts associated with the commercial nature of the Flatbush corridor (north of the Belt Parkway), and related factors would aggravate delays and congestion along this portion of the corridor. Therefore, increasing visits on heavy-use days was found to be environmentally unacceptable.

Increasing public transportation opportunities to the Gateway units is the responsibility of the respective state and local agencies, not the National Park Service, because the necessary changes would have to be implemented beyond park boundaries. Unfortunately, city and state authorities cannot justify the large capital investments that would be required to solve access difficulties to Gateway that occur on only a few summer weekend days (for example, building subways and surface rails or widening the Belt Parkway or Flatbush Avenue).

The National Park Service believes that continued emphasis on increasing visitor use on the peak day and other heavy-use days obscures very real opportunities to make Gateway a year-round diversified park. Analysis of patterns for transportation to the park reveals that the greatest potential for expanding use exists on average visitor-use days, when visitors can participate in environ-

mental education, take advantage of the Outreach program, explore the Gateway Villages, and enjoy the relatively uncrowded beaches, similar to other National Park System seashores.

In the long run, public transportation improvements will be possible, and they will be especially feasible on those days when capacities are not reached. In the meantime, the National Park Service anticipates only modest increases in utilization levels beyond those the park now experiences on peak days. The projected increases in visitor use are based solely upon ferry arrivals, which will not impact the existing road system.

Decisions

The present plan for Gateway does not propose levels of use that would increase traffic above that now being experienced on heavy-use days. The projected 20,000 additional visitors at Breezy Point and Sandy Hook (10,000 at each site) will arrive by ferry (see the subsequent discussion on ferry service). In the short term, attention will be focused on making such changes as may facilitate increases on weekdays and during fall, winter, and spring. During Stage I of Gateway's implementation schedule, it is anticipated that visits will increase from the present 8.3 million to some 14.5 million. By the end of Stage II, this number is expected to reach 17.4 million; and by the end of Stage III, 18 million. The National Park Service is committed to further increasing visitor use when public transportation opportunities can be expanded in the transportation corridors approaching the park. The long-range goal for visitor use at Breezy Point will remain 200,000 visitors per day, as stated in the Discussion Draft.

A transportation study will be conducted to find ways of promoting public transportation to the park and discouraging private transportation. Improved access by means of public transportation will be a long-term goal sought in cooperation with appropriate agencies.

Facilities within the park will be scaled to accommodate user levels on the average summer weekend, rather than on the peak day. Facilities will be proposed that comfortably accommodate visitor-use levels on most days. On the three or so days when use is exceptionally high, added temporary rest rooms and certain other facilities will be required. Some visitor inconveniences and sense of overcrowding may result, but not to any greater extent than at the present, and facilities will not be used by more people than are visiting a particular area now on the peak day.

Use at specified beach areas within Gateway, such as Mid Beach at Sandy Hook, Oakwood Beach on Staten Island, and Tip Beach at

Breezy Point, will be significantly lower than at other beaches to allow for a variety of beach experiences at each unit of Gateway. Lower densities will be on the order of those found at Cape Cod and Fire Island National Seashores.

FERRY SERVICE

Discussion

The concept of ferries as a means of transportation to Gateway as well as from unit to unit began with discussions to establish the park itself. While the concept has broad support from the public and the National Park Service, implementation of such a system must be effected by the appropriate state or municipal agencies or by private interests. The Park Service has no authority to develop ferry service at Gateway.

Advantages of a Gateway ferry service would be numerous. The trip to Gateway, as a recreational experience in itself, is much more enjoyable by boat than on the crowded roadways and subways. The four units of Gateway, connected only by water, could each be served by boats originating from a variety of embarkation points--all of which would be easily accessible to mass transit systems (subways, bus, and surface rail). Several studies have shown that existing docks, most of which need some rehabilitation, could be used.

Waterborne transportation offers limited opportunities for a cost- and energy-efficient operation, in part because of the limited number of days per year when there is a large market. However, a small-scale service that would serve as part of an educational program, or a larger service that was coordinated with a commuter service when the recreational demand was low, has possibilities.

A \$15 million to \$30 million fleet, consisting of three to five 750-passenger ferries and seven to twelve 150-passenger ferries, could possibly deliver up to 20,000 people per day--10,000 each at Breezy Point and Sandy Hook. This is a very rough estimate, of course, to which one must add operation and maintenance costs. The costs would be considerable, and if various forms of advanced technology were used (such as hydrofoils, hovercrafts, or catamarans), the costs would escalate, which would be partially offset by the increased number of visitors that could be served. In any case, waterborne service, even if a fairly large service was in operation, could only supplement the much greater volumes that land-based systems could deliver on summer weekends.

Decision

Although the National Park Service has no authority to develop a Gateway ferry service, it will support all efforts by other agencies and the private sector to establish such a service. Assuming that ferry service will eventually be established, the Park Service proposes constructing new ferry piers at Breezy Point, Sandy Hook, and Floyd Bennett Field. A study of waterborne access will be initiated to determine the design criteria for flexible piers capable of receiving a variety of types of vessels.

PUBLIC INVOLVEMENT IN GATEWAY PLANNING AND MANAGEMENT

Discussion

The principal vehicle for community representation in Gateway planning--an 11-member advisory commission--was established in the act creating the park. The commission was to be composed of two representatives selected by each of the governors of New York and New Jersey, two each by the mayors of Newark and New York City, and three members-at-large named by the Secretary of the Interior. Meetings of the commission are open to the public, and all significant planning and managerial issues are eligible for commission review and input. For the commission to succeed, the National Park Service must continue to work through it in an effort to obtain input from the broadest reaches of the community.

No single commission or group can truly reflect the array of regional interests, and it is likely that new interest groups will continue to emerge. For example, people who live near the perimeters of Gateway units, or along the main approach corridors, form a special Gateway constituency because they may be more affected by impacts resulting from implementation of planning decisions. However, the Park Service has a broader responsibility to the entire region, whose residents also would like to visit the park. Gateway literally belongs to everyone, and very often the Park Service must try to balance two or more valid, but incompatible, sets of perceived needs.

It is National Park Service policy to involve the broadest possible cross section of the community in park planning. This process is most effective when all sides can make their views known in constructive ways that can guide later decisions. At the same time, it is evident that in a region with 16 to 22 million people (depending on how the population is measured), and with hundreds of governmental jurisdictions, no public involvement process can reach everyone.

To encourage greater public involvement, more than 75 formal and informal meetings with groups (both public and private) have been held, as well as hearings, planning discussions, and over 100 individual interviews. Also numerous newsletters and other communications have been sent to a planning constituency that started small but now numbers in the tens of thousands. At each stage of the planning process, new constituencies have emerged--some of them having just "discovered" the park.

Decisions

The National Park Service will continue to emphasize and strengthen the public involvement process at Gateway. A full-time External Affairs Office will work to keep the broadest spectrum of the community informed of Gateway matters on a timely basis, and it will serve as a day-to-day communications outreach to the region.

The Gateway newsletter will be reinstated and used to inform the public of planning and management issues that are of interest.

The Gateway program schedule will be made available on a broader basis to groups, individuals, and libraries; and it will continue to be printed on a regular basis in both English and Spanish.

THE OUTREACH PROGRAM

Discussion

The National Park Service is committed to making Gateway accessible to the broadest possible segment of visitors from the New York/New Jersey region and to visitors from elsewhere in the nation and the world. Because there are large groups of people who are dependent on public transit in the region and others who will require some kind of assistance to visit Gateway, the National Park Service believes it has a responsibility to assist those people through all available means.

The Discussion Draft General Management Plan suggested an Outreach program to conduct educational and interpretive programs in various communities. Utilizing Park Service ranger stations located around the metropolitan area, the program would have assisted people in getting to the park and would have helped enrich their visits once they had arrived. The total number of people who might have been served by such a program was on the order of 5 percent of total annual visitor use. There has been little or no support for National Park Service offices in the community, although there was support for the program in principle.

Decision

The National Park Service remains committed to the basic goals of the Outreach program, but will not propose ranger stations in communities. The program will operate from the park and will work through existing community organizations, churches, civic clubs and organizations, block associations, and others who have the organizational capacity to serve those who might attend. Because the National Park Service has no authority to financially assist public transportation programs in providing access to the park, the Outreach program must rely on other private resources or on those available through state and local governments. A full-time professional staff at the park will be responsible for the program and will expand it within available resources and needs.

ECONOMIC DEVELOPMENT AND EMPLOYMENT

Discussion

Economic development and employment opportunities at Gateway were the object of considerable interest to many people and of particular concern to the minority communities of the region.

Under the proposed plan, Gateway will have an annual operating budget in the \$10 million to \$20 million range and will employ over 200 permanent staff members and over 750 temporary summer employees. Concession operations, rehabilitation and construction contracts, and supply and service contracts will provide many additional job and business opportunities. It is believed that Gateway's overall economic and employment impact on the region will be equivalent to that of a medium-sized corporation.

In recognition of Gateway's special responsibility as a public agency to provide equal economic and employment opportunities, the National Park Service convened a task force in May 1977 to develop guidelines to provide for the equitable employment of minorities and for related economic development at Gateway. Although the findings and recommendations of the task force are too lengthy to summarize here, goals and objectives were established in each of the major areas examined, and procedures were recommended for their implementation. Beginning in June 1977, park managers began to implement the recommendations, and they subsequently incorporated the goals and objectives in Gateway's annual Affirmative Action plan.

Decisions

The National Park Service is committed to provide full and equal opportunity in all aspects of economic development and employment. It is equally committed to finding and institutionalizing the means to accomplish these objectives.

In its Affirmative Action efforts, park management will continue to seek the full support and cooperation of the general public and concerned organizations. Public information activities will be expanded to keep the public fully informed of economic development and employment opportunities and of progress toward accomplishing annual and long-term goals and objectives.

THE GATEWAY VILLAGE CONCEPT

Discussion

Three Gateway Villages were proposed for the park in the Discussion Draft--at Fort Hancock, Fort Wadsworth, and Floyd Bennett Field. The village concept is intended to describe activity centers, which in these cases have been clustered around two former military posts and a former naval air station, and the concept serves as an organizing rationale for reusing facilities in new ways to serve the park and its visitors.

All three sites will be major year-round activity centers for the park, and all will focus their programs and facilities around the theme of man and the environment. However, each village will have a distinct character based on the nature of its site and resources. The villages will retain a noncommercial atmosphere, although there will be a variety of services, such as food, available in each. They will neither serve as nor look like amusement parks or modern theme parks available elsewhere. They will have strong educational and interpretive programs tied to the park's location in a large metropolitan region. They will also seek to draw from the rich array of talent, services, and programs available in the region through high levels of both structured and spontaneous participation by individuals and groups.

Detailed planning of the Gateway Villages will begin after approval of a general management plan for the park. At that time more detailed decisions will be made about individual buildings, uses, any new construction, and so forth.

Decisions

The Gateway Village at Fort Hancock will retain the basic structure of the present fort community. The campuslike environment created by the original military designers will be retained. A small number of new structures may be added, while the majority of the existing buildings will be adaptively reused for new functions.

Little planning has been accomplished for a Gateway Village at Fort Wadsworth because it is still being used by the U.S. Army. While new structures may eventually be added, adaptive reuse of the existing buildings will probably satisfy most program requirements.

The Gateway Village at Floyd Bennett Field will be structured around the existing Hangar Row, based on a zoning scheme that will preserve the historic runways and the general ambience of the early municipal airport. The hangars will be adaptively reused, and supporting facilities will be added to make the village an important year-round activity complex. There also will be a major center on man and the environment in the William Fitts Ryan Visitor Center.

Planning for Floyd Bennett Field will be furthered in a development concept plan to be undertaken by competitive contract or contracts after final approval of the general management plan. Planning for the area will recognize the interdependency of this area with the Breezy Point peninsula and the fact that both lie in the same transportation corridor. Activities at the village will therefore be phased so that they do not amplify traffic problems on heavy-use days. Everyday-use levels at the village, while significant, will be only a small fraction of heavy-use days at the Breezy Point beaches.

All three Gateway Villages will to the extent possible be models in energy conservation and utilization, water uses, and waste disposal.

RECREATIONAL PLANNING FOR GATEWAY

Discussion

The present plan for Gateway focuses limited attention on specific recreational programming and opportunities that will be available at Gateway in the years ahead. However, general guidelines are set, within which subsequent recreational planning will be accomplished. These guidelines promote as wide a range of recreational opportunities as possible on a year-round basis, without duplicating recreational programs and services available through facilities provided by local governments or the private sector.

Planning for the specific activities that will go on inside existing facilities must be concurrent with deciding on the type of rehabilitation and adaptive reuse of structures. The National Park Service will address these issues during the next stage of planning, and nothing in the plans to date forecloses later planning options.

It will also be necessary for the National Park Service to coordinate its recreational programming and activities with other public and private agencies and organizations in the New York/New Jersey region, and a recreation management plan has been suggested for this purpose. Because there is no regionwide recreation plan or coordinating body, such an objective will clearly be a difficult undertaking, and it is a task far beyond Park Service staff resources.

Decisions

One of the next steps in Gateway planning will be the formulation of a recreation management plan that is parkwide in scope and that puts Gateway's role in providing recreational opportunities in perspective with existing regional programs and perceived needs.

The National Park Service will also develop recreation management strategies for Floyd Bennett Field and the Gateway Villages during the development concept level of planning. Planning will stress coordination with other agencies and organizations in the region that are part of the overall delivery system and will involve them and their constituencies in developing the concepts.

OVERNIGHT USES AT GATEWAY

Discussion

During the public involvement process, some concern was expressed about overnight uses at Gateway, including the suggestion that the park be closed at night, which would prevent recreational camping at Gateway units.

Because of the demand generated by Gateway's proximity to large population centers, and because of the fragile quality of the barrier-beach environment, it is not ecologically sound to provide extensive camping facilities that would be more appropriate and desirable in state and federal parks located in rural, upland areas. But the National Park Service agrees with the many people who suggested that more supervised camping opportunities were needed for New York/New Jersey metropolitan area residents who cannot visit more rural park areas. Suggestions were also offered to

instruct people on how to camp and to show them how to make better use of campsites in other parks.

Decisions

Because a curfew or nighttime closure would deprive visitors of many benefits (including fishing, bird-watching, and the opportunity to enjoy cooler evening breezes during the heat of summer), the National Park Service does not propose to close Gateway at night. Regular patrolling by the Park Police will help protect areas used at night.

A limited number of supervised, small-group camping areas will be planned for Gateway, where such sites can be accommodated without significant environmental impacts. Areas will be available by reservation and permit only, and they will be supervised by the National Park Service ranger staff. These sites will include the Nike radar site and Fort Hancock at Sandy Hook, Fort Tilden and the Tip area at Breezy Point, and Oakwood Beach at Staten Island.

Two to four hostel locations will be planned in existing buildings that will be adaptively reused and will be under the full-time supervision of American Youth Hostels, Inc. AYH operates under internationally recognized rules and standards of conduct, each unit being continuously supervised by resident "house parents."

BEACHES: TERN-NESTING SITES, BOAT LAUNCHING, SURF-FISHING

Discussion

Ocean beaches are dynamic resources that are constantly eroding and accreting. Activities that take place on beaches must consequently be flexible as far as location is concerned--a characteristic that is true of tern nesting, boat launching, and surf-fishing. Tern-nesting areas change continually, and wherever they are found, they must be protected so that terns change their nesting areas in response to natural causes, not human disturbances. Permanent structures on beaches, for example boat ramps, usually conflict with natural processes rather than enhance them. Surf-fishing is a legitimate recreational use of the beach, but it is not compatible with swimming or with nesting terns.

Decisions

Tern-nesting sites will be carefully protected from random access by erecting snow fences and signs, and by other managerial techniques.

Boat launching on ocean beaches will be permitted at areas designated by park managers; however, no permanent structures will be built on the beaches to accommodate this activity. Visitors will only be able to launch "car top" size boats; permanent boat launching ramps for larger boats will be established at Great Kills Park and at Floyd Bennett Field on the calmer bay waters.

Surf-fishing will be permitted on all Gateway beaches when it does not conflict with established swimming areas or tern-nesting sites.

BUFFER ZONES

Discussion

In areas of Gateway where parklands adjoin lands that are being used for nonpark purposes, there is a need to visually separate the two areas. This would minimize visitor-related disturbances to neighboring community residents, and it would provide a more unified experience for park visitors. Furthermore, a buffer zone around the Breezy Point Cooperative is required by the Gateway enabling legislation.

Decisions

A buffer zone will be established around the Breezy Point Cooperative. The dimension and design of this zone will be determined in future detailed studies.

Buffers will be established between active park areas and residential communities or nonpark enclaves. The design of these smaller buffer strips will depend on the issues and problems at each site. They will generally consist of shrubbery, berms, or other natural and nonintrusive materials.

SANDY HOOK DECISIONS

LAND USE AT SANDY HOOK

Discussion

The major visitor-use area on Sandy Hook now is at the two beach areas at the southern end of the peninsula that have been developed by the state of New Jersey and donated to the National Park Service. There are more spacious beaches farther north, but these areas were not available to the public until 1975 because of use by the U.S. Army.

The existing southern beach areas are heavily used, and erosion constantly diminishes the beach area. Approximately 125 feet of shore depth have been lost since April 1977, and erosion accelerated in fall 1977. It is possible that plans for Sandy Hook may have to be revised if the erosion continues. Scientific data are being collected to find alternative solutions to the problem.

Decisions

No beach center will be built at the Nike radar site, allowing the site to return to a more natural condition. Reexamination of Sandy Hook environmental issues, as well as lowering the estimates of peak-day use levels, has prompted reconsideration of use of the Nike radar site. Removal of the site will create a continuous natural area, putting 75 percent of the land area of Sandy Hook within either a Protection or Use-by-Reservation zone. Mid Beach will remain a low-use area compared to North and South Beaches. The National Park Service thinks this variety of beach experience is an important planning consideration and attribute of the park.

Some of the parking spaces at South Beach will be relocated to support beach use at North Beach. New parking areas will be designed with extreme care to avoid disturbing areas that have not been previously impacted. Park managers will have the option of opening or closing several small parking areas, rather than two large parking lots, to respond to environmental or operational contingencies, such as movement of tern-nesting sites or traffic bottlenecks. There will be no net addition to the number of automobile parking spaces at the Hook; hopefully, as at the other Gateway units, this will encourage public transit improvements.

A ferry dock and day-use marina at the northern end of the Hook will be developed to provide supplemental visitor access to North Beach and Fort Hancock Gateway Village. Sailboat anchorage will be allowed to continue on a day-use basis at Horseshoe Cove.

Within the context of the total barrier-beach situation for the Jersey Shore, National Park Service plans offer a sensitive balance, preserving the natural areas that are so important to the overall health of the ecosystem, while planning for increased public use. Gateway will serve as a distinct element in the recreation spectrum available to visitors, and the National Park Service will continue to work to coordinate its plans and programs with those of other jurisdictions.

OTHER DECISIONS

Sandy Hook and the Battleship New Jersey

During the planning process, the National Park Service was asked to consider locating the mothballed historic battleship New Jersey at Sandy Hook. Because a major tourist attraction at Sandy Hook would be incompatible with the statutory objectives of the park and would overload the already saturated transportation corridor to Sandy Hook, the National Park Service will not agree to locating the ship at Sandy Hook. The Park Service supports the motivations of those who want to find a place for the vessel, but it believes another location would be more suitable.

Holly Forest Designation

All forests on Sandy Hook containing more than 50 percent holly trees will be designated as holly forests, and forested areas with less than 50 percent holly trees will be designated as deciduous forests. All deciduous and holly forests on Sandy Hook will be treated equally, that is, they will be zoned as use-by-reservation for educational purposes in order to control access.

LEGEND

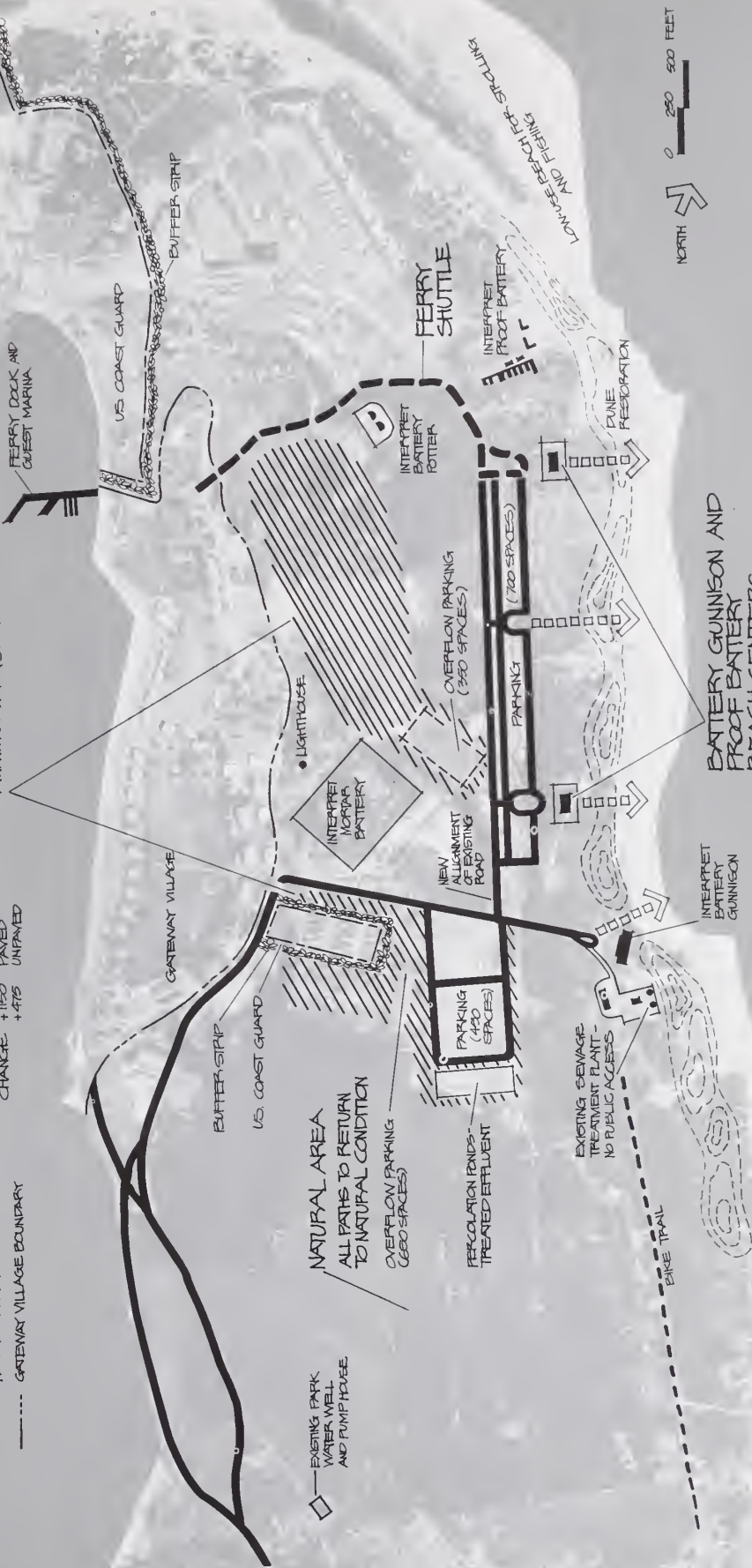
- ◀ PEDESTRIAN ACCESS TO BEACH PROTECTING DUNES
- PARK BOUNDARY
- GATEWAY VILLAGE BOUNDARY

PARKING / NORTH BEACH

- EXISTING 0 PAVED
- PROPOSED 525 UNPAVED
- CHANGE 1000 UNPAVED
- CHANGE 1150 PAVED
- CHANGE 1475 UNPAVED

EXISTING OPEN SPACES

- PROVIDE:
- SUPERVISED GROUP CAMPING SITES
 - FIELD GAMES AREA
 - AMPHITHEATER (ONE)



BATTERY GUNNISON AND PROOF BATTERY BEACH CENTERS

- ELEVATE FOR VIEWS AND MINIMUM DUNE DISTURBANCE; PROVIDE:
- FOOD CONCESSION
 - SHELTERED SITTING / EATING SPACE
 - OUTSIDE SHOWERS
 - RESTROOMS
 - SEMI-ENCLOSED CHANGING SPACE
 - FIRSTAID STATION

DEVELOPMENT CONCEPT SANDY HOOK / NORTH BEACH

GATEWAY NATIONAL RECREATION AREA
UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

NEW MAINTENANCE AREA
AND SEWAGE TREATMENT PLANT
PROVIDE UNPAVED VEHICULAR PATH
FOR ADMINISTRATIVE USE ONLY

HOLLY FOREST
PRESERVE AND INTERPRET

LIFESAVING STATION
PROVIDE VESSEL PARKING
(50 SPACES)

NIKE MISSILE SITE
INTERPRET LAUNCHING PAD
AND ARMING AREA

PARKING / SOUTH BEACH
EXISTING 2650 PAVED
50 UNPAVED
PROPOSED 850 PAVED
0 UNPAVED
CHANGE -1000 PAVED
-50 UNPAVED

EXISTING FISHERMAN'S
PARKING TO REMAIN

BIKE TRAIL

NEW BEACH

RESERVED FOREWIDE

400 SPACES

300 SPACES

300 SPACES

350 SPACES

NATURAL AREA-
ALLOW ALL
POACHWAYS
TO PERVERT

RESTORED FRESH-
WATER MARSH

EXISTING MARSH

NEW BEACH CENTERS AT
NIKE SITE AND
OCEAN BATHING AREAS 1 AND 2*

INCLUDE:

- FOOD CONCESSION
- SHELTERED SITTING AND EATING SPACE
- OUTSIDE SHOWERS
- REST ROOMS
- FIRST-AID STATION
- SMALL SEMI-ENCLOSED CHANGING SPACE

* THE LOCATION OF NEW FACILITIES
AT OCEAN BATHING AREAS 1 AND 2
IS DEPENDENT ON THE DEGREE OF
EROSION RESULTING FROM
WINTER STORMS (RTT-RTB)

LEGEND

0000 PEDESTRIAN ACCESS
TO BEACH
PROTECTING DUNES

0 250 500 FEET

DEVELOPMENT CONCEPT SANDY HOOK / SOUTH BEACH

GATEWAY NATIONAL RECREATION AREA
UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

STATEN ISLAND DECISIONS

ENTRANCE AND BUFFER AT MILLER FIELD

Discussion

The National Park Service received numerous comments that the present entrance to Miller Field off New Dorp Lane, as well as the proposed new entrance and parking area also from New Dorp Lane, would increase congestion at the Hylan Boulevard intersection, as well as disturb New Dorp Lane residents whose homes face the field. Many visitors to the Miller Field areas close to Hylan Boulevard park along the fence on New Dorp Lane to avoid walking from the parking area near the hangar, and this causes congestion and annoys area residents. On the opposite side of the field, Father Capodanno Boulevard offers a broad entry to Miller Field, with minimal impact on the surrounding community, although it is a slightly longer trip for visitors arriving from the south.

Decisions

The proposal for Miller Field will be revised so that the main entrance will be from Father Capodanno Boulevard with parking on the field. A buffer zone of trees, shrubs, and berms will be established to help isolate the noise of recreational activities from the residential community. This buffer will extend on two sides of Miller Field.

A small parking area accessible from New Dorp Lane will be established at the Hylan Boulevard end of Miller Field. This will allow visitors using that end of the field to avoid parking on New Dorp Lane.

LAND USE AT GREAT KILLS PARK

Discussion

Crookes Point is an important natural area on Staten Island, as well as an important stopping point on the monarch butterfly migration route. In the past, random access along numerous roadways on the point was very damaging to the environment. The beach along Crookes Point and farther north at the Great Kills bathhouse is the only nonpolluted beach on Staten Island within Gateway; consequently, it serves an important function, and parking spaces to support beach use are required because existing parking spaces on Crookes Neck are used by marina visitors. Great Kills also has several athletic fields that are very heavily used.

Decisions

The sensitive areas of Great Kills will be preserved and protected, and all random access to Crookes Point will be controlled.

The marina will be relocated, allowing parking spaces on Crookes Neck to be used by bathers. The proposed new location of the marina may not be as protected as the present location, but it will be essentially the same situation as several neighboring marinas experience just outside the park. However, the new location provides a superior land-use arrangement, placing the marina and boat launch traffic closer to the park entrance while allowing the parking spaces on Crookes Point to be used for beach visitors and permitting greater preservation of Crookes Point.

Recreational facilities and programs will be expanded at Great Kills, while uses within natural zones will be controlled. Because the athletic fields are so heavily used, development of a recreational complex will better accommodate such uses, while preserving over half of Great Kills as a natural area. This balance will allow park managers to determine the specific activities that are the most appropriate for each area.

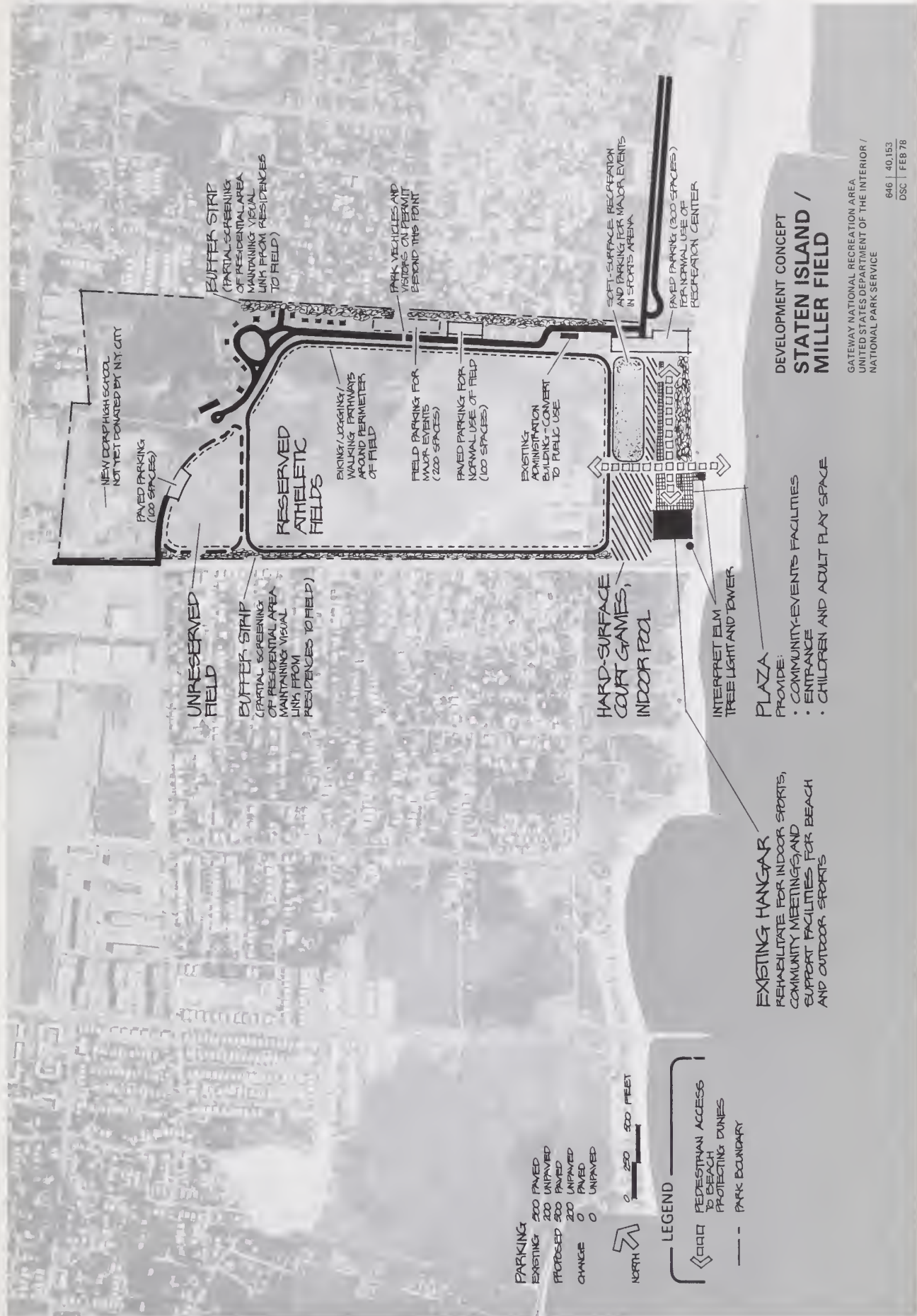
OTHER DECISIONS

Extension of Father Capodanno Boulevard Through Miller Field

Federal law requires that before any road or highway can be built through a park or wildlife refuge the agency proposing the highway must make an environmental impact analysis and demonstrate that there is no prudent or feasible alternative. The informal proposal by New York City officials to extend the street through Miller Field has not been studied as required. As a matter of policy, the National Park Service will vigorously oppose any such intrusion on the park now or in the future.

Land Uses and Programs at Fort Wadsworth

Although Fort Wadsworth is included in the external boundaries of Gateway National Recreation Area, the site is still under the custody and management of the U.S. Department of Defense and has not yet been scheduled for transfer to the National Park Service. No plans have been made for Fort Wadsworth at this time, other than designating it as the location of one of the three Gateway Villages and as the headquarters for the Staten Island Unit of the park. All decisions regarding land uses and programs at Fort Wadsworth must await transfer of the land and subsequent planning.



DEVELOPMENT CONCEPT STATEN ISLAND / MILLER FIELD

GATEWAY NATIONAL RECREATION AREA
UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

PARKING
 EXISTING 900 PAVED
 1500 UNPAVED
 PROPOSED 1650 PAVED
 500 UNPAVED
 CHANGE +750 PAVED
 -800 UNPAVED

LEGEND
 NORTH
 0 200 500 FEET
 PEDESTRIAN ACCESS TO BEACH PROTECTING DUNES
 PARK BOUNDARY

LEGEND

PEDESTRIAN ACCESS TO BEACH PROTECTING DUNES
 PARK BOUNDARY

NEW CROOKES NECK BEACH CENTER

- INCLUDE:
- FOOD SERVICE
 - OUTSIDE SHOWERS
 - SMALL SEMI-ENCLOSED CHANGING SPACE
 - SHELTERED SITTING/EATING SPACE
 - REST ROOMS
 - FIRST-AID / LIFEGUARD OFFICE

CROOKES POINT

PARKING ROLLOUTS FOR FISHING

DISTURBED AREA RETURNED TO NATURAL CONDITION

VEHICLE ACCESS FOR FISHING BY PERMIT - FINE ACCESS

BEACH PARKING (800 CARS AND 15 BUSES)

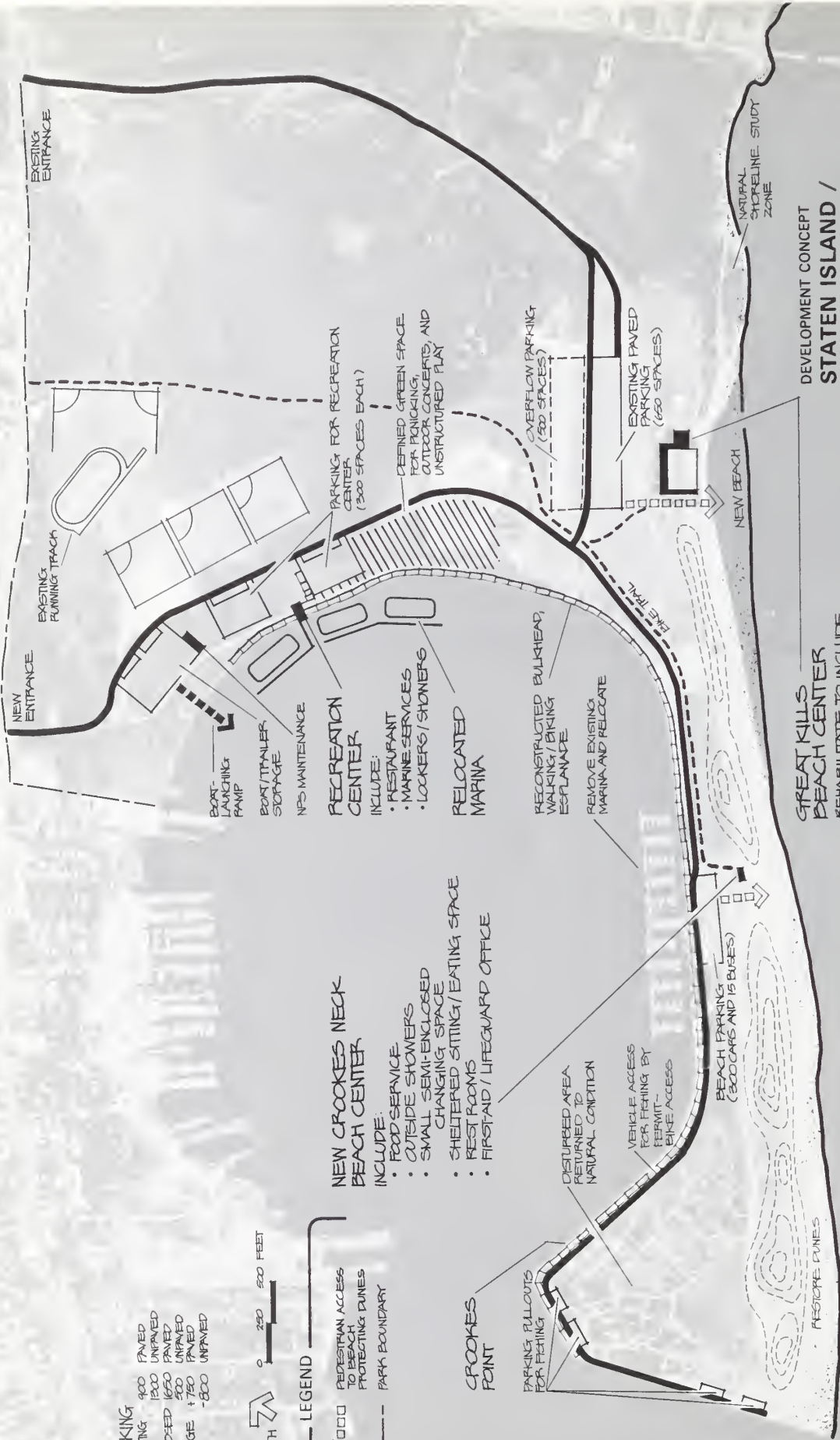
RESTORE DUNES

GREAT KILLS BEACH CENTER

REHABILITATE TO INCLUDE ENVIRONMENTAL EDUCATION CLASSROOMS, COMMUNITY CENTER, AND BEACH SUPPORT FACILITIES

DEVELOPMENT CONCEPT STATEN ISLAND / GREAT KILLS PARK

GATEWAY NATIONAL RECREATION AREA
 UNITED STATES DEPARTMENT OF THE INTERIOR /
 NATIONAL PARK SERVICE



B R E E Z Y P O I N T D E C I S I O N S

NUMBER OF VISITORS ARRIVING AT THE BREEZY POINT UNIT

Discussion

The proposal in the Discussion Draft General Management Plan to significantly increase peak-day visitation to Breezy Point was the most controversial one in that document. Supporters of that type of proposal are generally seeking to increase transportation opportunities for people who are now unable to get to Breezy Point, and people who live at relatively remote locations are seeking easier and cheaper access to Breezy Point. Conversely, those who live in communities surrounding the park are concerned about the possible impacts of increased traffic along corridors that are already congested and relatively saturated on heavy-use days.

The National Park Service recognizes the legitimacy of both points of view, but the discussion of peak-day use has obscured the opportunities for achieving increased use without causing greater congestion of existing transportation corridors. Analysis of the Breezy Point beach areas shows that the capacity of the beach is not the limiting factor, rather it is congestion on access roads. The beaches can ultimately accommodate as many as 200,000 people daily, if properly dispersed, and still exceed the Bureau of Outdoor Recreation's standard of 60 square feet per person (this standard is relatively spacious when compared with current use of many beaches; clearly, a high-quality experience could be continued, while accommodating a greater number of people on the beachfront). This level of use represents the greatest visitor-use capacity of Breezy Point, but it will not be reached in the foreseeable future because of transportation constraints. Care will have to be exercised to ensure that neighboring communities are not adversely impacted as public transit improvements are initiated. Trends suggest that the number of vehicles on Marine Parkway Bridge has been modestly decreasing (based on Triborough Bridge and Tunnel Authority data for vehicles crossing the bridge), and it may be possible for more visitors to begin arriving at Breezy Point by public transit. However, the Park Service is unable to project the exact level of increase that might be possible or to anticipate the impacts of such an increase. As mentioned under "Visitor-Use Levels and Transportation," the Park Service does not have the authority to plan or to implement public transit changes outside park boundaries.

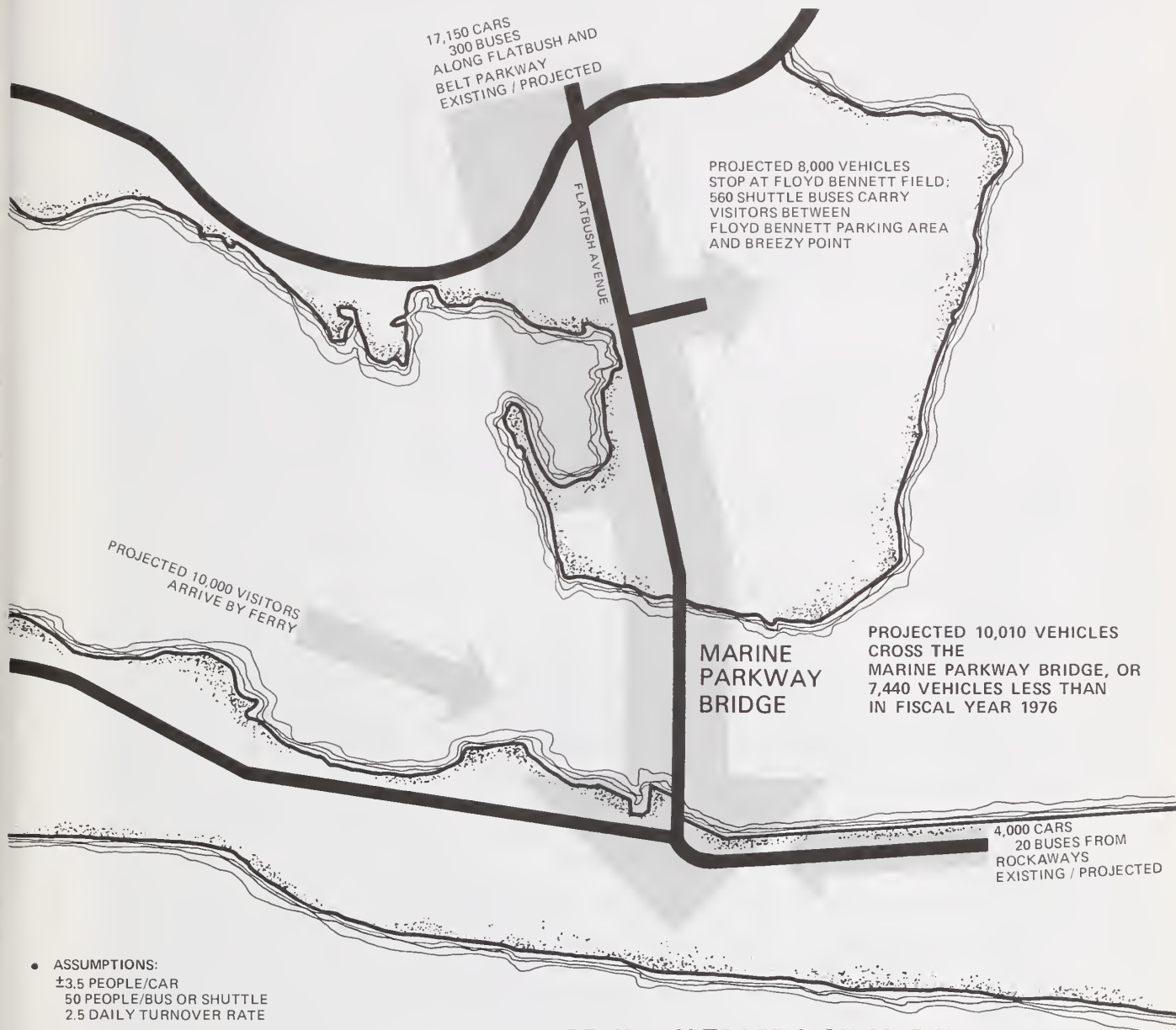
Heavy-use days occur only about three times per season, when weather conditions are optimal--a July or August Sunday that is sunny, moderately warm (75 to 95 degrees Fahrenheit), and not

windy. On the peak day of fiscal year summer 1976 (July 1975-July 1976), 90,000 visitors to Breezy Point were reported by the National Park Service. It is difficult to accurately count the visitors to the Breezy Point Unit because they go to diverse locations and because the numbers in large crowds are estimated by experienced but fallible observers. This was 4 percent of total visitation to Breezy Point during that summer, and 3 percent of the annual visitation (see Appendix C). About 85 percent of the visitors on that peak day arrived by automobile and over 10 percent arrived by bus (public transit or charter). Additional people walked and bicycled to the site. Getting large numbers of additional people to Breezy Point without greater congestion on highways could only be accomplished by adding ferry service and by altering the use of existing transportation systems.

Decisions

Opportunities for citizens of greater New York to visit Breezy Point should be expanded by encouraging city and state authorities to consider systems that increase arrivals by public transit, including ferries, and decrease total vehicle counts on major access routes. As previously stated, the National Park Service remains committed to the goal of accommodating 200,000 visitors per day on Breezy Point beaches, but this level of use can only be attained with major public transit improvements. Implementing such improvements would require a Park Service transportation specialist in the New York/New Jersey metropolitan area to serve as a liaison with city and state authorities and/or legislative authority that would allow the Park Service to financially assist local transportation authorities. Although using Floyd Bennett Field as a bus staging area in conjunction with introducing internal transportation systems on Breezy Point will alleviate congestion on the peninsula, it will not mitigate the relatively saturated conditions of transportation corridors leading to Gateway on heavy-use days (see illustration of peak-day traffic on Marine Parkway Bridge). Decreasing the total number of vehicles on these routes while increasing the number of public transit vehicles will require close and continuous cooperation between National Park Service, state, and municipal officials.

The total number of vehicles on the Breezy Point peninsula will be reduced by designing new areas to be accessible only by public transit on high visitor-use days. A portion of Floyd Bennett Field will be used for parking, and a shuttle system will be established to carry visitors to the beaches at Breezy Point. All automobile parking will be eliminated west of Riis Park on summer weekends (except for vehicles of residents and guests traveling to the Breezy Point Cooperative and Roxbury, for National Park Service vehicles, and for those under special permit--for example, vehicles for the



- ASSUMPTIONS:
±3.5 PEOPLE/CAR
50 PEOPLE/BUS OR SHUTTLE
2.5 DAILY TURNOVER RATE
- BREEZY POINT FY 1976
PEAK-DAY VISITATION-90,000
- PROJECTED PEAK-DAY VISITATION-100,000
DUE TO FERRY SERVICE

PEAK-DAY TRAFFIC ON MARINE PARKWAY BRIDGE-FY 1976 AND PROJECTED FOR STAGE I

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handicapped and fishermen--from park managers), with access by shuttle and public transit. On weekdays, there will be ample parking for all visitors at the Riis Park lot and smaller parking areas at West Beach and Fort Tilden, from which a lateral shuttle will operate.

Programs, facilities, and recreational opportunities that encourage use of the unit during summer weekdays and the spring and fall will be developed. The plan to develop a range of activities will make the beach more accessible to all and will increase the opportunities for many who do not now visit the Breezy Point Unit. Emphasizing use on nonpeak days and during the off-season will greatly alleviate impacts associated with transportation on adjacent communities while still increasing visitor use. During these periods there is ample corridor capacity as well as opportunities for improved public transit services.

A transportation study will be conducted and will include an analysis of present visitor use of Breezy Point and a method of accurately counting visitors to the unit. The study objective will be to propose ways to decrease the total number of vehicles arriving at the unit while increasing visitor use within environmentally acceptable limits.

LAND USES AT BREEZY POINT

Discussion

Comments relating to land use of Breezy Point included suggestions to reduce or eliminate public use and access to the Tip, to reduce or eliminate traffic through the Breezy Point Cooperative, to more adequately protect the bird-nesting areas at the Tip, to save or demolish the high-rise skeletons, and to retain or more quickly convert the existing beach clubs on the peninsula. There were opposing views on all these issues.

The plan for Breezy Point has been extensively revised, and it has been developed in much more detail than was proposed at the time of the Discussion Draft General Management Plan. The principal elements of the new plan are discussed in the decisions below.

Decisions

Present land uses at Riis Park will remain virtually the same, with developments scaled to lesser densities farther west; at the Tip, a highly natural environment will be retained, and full protection for the bird-nesting areas will be afforded. Beach densities (square feet per person on the average weekend day) will range from about

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250 square feet at Riis Park (slightly more than present levels on an average weekend day; see Appendix C), to 140 square feet at Fort Tilden, 220 square feet at West Beach, and 520 square feet at Tip Beach.

No significant changes are proposed for the existing facilities at Riis Park, except that the bathhouse will be refurbished in a manner compatible with its historic significance. Pedestrian entrances and exits at the parking lot will be redesigned to reduce the conflicts between cars and people walking to the beach. However, this change must be coordinated with the Triborough Bridge and Tunnel Authority (owner of the parking lot), or it will be postponed until the parking facility is transferred to the National Park Service in the mid- or late-1980s.

Just west of Riis Park, within Fort Tilden, there will be a beach facility especially designed for handicapped persons, including access to the ocean, picnic facilities, and play areas. This area, like all areas at Gateway, will be free of barriers.

The interior (western portion) of Fort Tilden will be largely restored to a natural condition, with selected historic bunkers and remnants of the old fort to be used as interpretive areas or to be adaptively reused.

A ferry terminal will be at a bayshore site at Fort Tilden (not near the east boundary of the Breezy Point Cooperative), where it will be centrally located in relation to the proposed National Park Service shuttle system. Bayshore areas more suitable for environmental education just east of the Breezy Point Cooperative will not be disturbed by this action.

There will be a major beach center at West Beach, located generally on the site of the existing private beach club. A few of the existing structures may remain, and an effort will be made to provide some of the same types of beach facilities and services for the public that are now provided through the club, including restaurant food service and rental cabanas for storing beach equipment. Continuation of private clubs is not legally possible, and services at the new center will not be provided on a membership basis.

The high-rise skeletons and surrounding structures will be demolished and the rubble used to develop a new landform on the site, which will be landscaped and developed as a small park within a park.

A physical and visual buffer will surround the Breezy Point Cooperative, and there will be two pedestrian access points to the

LEGEND

◀◀ PEDESTRIAN ACCESS TO BEACH PROTECTING DUNES

○ SHUTTLE STOPS

□ HISTORIC STRUCTURES

--- PARK BOUNDARY

NORTH
0 250 500 FEET

NPS MAINTENANCE CENTER

HOSTELS AND ENVIRONMENTAL EDUCATION FACILITIES

FERRY DOCK AND SUPPORT FACILITIES

SPECIAL PROGRAMS CENTER

PARKING
EXISTING 50 PAVED
PROPOSED 250 UNPAVED
CHANGE 0 PAVED
-200 UNPAVED

BUFFER STRIP

U.S. COAST GUARD

FOXBOURNE

BUFFER STRIP

INTERPRET BUNKERS

SUPERVISOR GROUP CAMP SITES

FIKE TRAIL

ROUTE FOR NPS SHUTTLE AND CONTROLLED ACCESS FOR FIREMEN - PARKING RULLOTS FOR FIREMEN

U.S. ARMY ENCLAVE

BUS PARKING

INTERPRET NIKKEI SITE

JACOB RIB PARK

EXISTING GOLF

RESTORED DUNES

NEW SPECIAL FACILITIES

INCLUDE:
• RECREATION FACILITIES
• DESIGNATED SPECIALLY FOR HANDICAPPED, WITH EASY ACCESS TO BEACH

BUNKER AREA

PROVIDE:
• HISTORIC INTERPRETATION AND ADAPTIVE USE OF HISTORIC STRUCTURES
• DESIGNATED SUPERVISED GROUP CAMPING SITES

NEW BEACH CENTER

INCLUDE:
• FOOD CONCESSION
• OUTSIDE SHOWERS
• SMALL SEMI-ENCLOSED CHANGING SPACES
• SHELTERED SITTING/EATING SPACE
• REST ROOMS
• FIRST AID/LIFE GUARD OFFICE

NEW PICNIC AREAS

PROVIDE:
• GRASSY SHADED AREAS FOR DAY-USE "BASE CAMPS"

DEVELOPMENT CONCEPT / BREEZY POINT / FORT TILDEN

GATEWAY NATIONAL RECREATION AREA
UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

LEGEND

- PEDESTRIAN ACCESS TO BEACH
- PROTECTING DUNES
- SHUTTLE STOP
- PARK BOUNDARY

PARKING:
EXISTING 2900
UNPAVED 700
PROPOSED 400
UNPAVED 0
CHANGE -2300
UNPAVED 700

CREATED LANDFORMS
DEMOLISH ALL STRUCTURES AND
UTILIZE DEBRIS TO DEVELOP
SPACES FOR PICNICKING, HIKING,
AND BIKING

UNRESTRICTED ACCESS FOR
RESIDENTS OF THE COOPERATIVE
AND THEIR GUESTS; PARK
MANAGEMENT ACCESS TO THE TIP AREA;
VISITOR VEHICLES ALLOWED ONLY
DURING THE OFF-SEASON OR,
IN THE SUMMER, ON PERMIT FROM
THE NATIONAL PARK SERVICE

BREEZY POINT
COOPERATIVE

EXACT WIDTH AND DESIGN OF
BUFFER ZONE BEACH ACCESS
POINTS TO BE DETERMINED

NORTH
0 200 400 FEET

NEW YORK CITY ROAD RIGHT-OF-WAY

BUS PARKING

BUS PARKING

BUS PARKING

SUPERVEISED
GROUP CAMP SITES

INTERPRET
ARMY BUNKERS

DIKE TRAIL

INTERPRET
WHE PAJOR
PLATFORMS

ROUTE FOR NIS SHUTTLE AND
CONTROLLED ACCESS FOR FISHERMEN

EXISTING BEACH CLUB

REDESIGN FOR PUBLIC USE, INCLUDING:
• RESTAURANT / LOUNGE
• SWIMMING POOLS
• GAME ROOMS
• COURTS / FLAGGROUND

CABANAS

INCLUDE:
• TOILET / SHOWER / STORAGE
• RENT BY DAY OR SEASON;
DESIGN TO BE USED AS
SHELTER FOR LIVE-IN ENVIRONMENTAL
EDUCATION PROGRAMS
DURING OFF-SEASON

NEW BEACH CENTER

INCLUDE:
• FOOD CONFESSION
• OUTSIDE SHOWERS
• SMALL SEMI-ENCLOSED
CHANGING SPACE
• SHELTERED SITTING /
EATING SPACE
• REST ROOMS
• FIRST AID /
LIFEGUARD OFFICE

DEVELOPMENT CONCEPT
**BREEZY POINT /
WEST BEACH**

FIXED UTILITY
CONNECTIONS FOR
SEASONAL BEACH FACILITY
IF REQUIRED

GATEWAY NATIONAL RECREATION AREA
UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

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beach for residents at locations to be agreed upon. Two transit stops with toilets may be located at small seasonal beach facilities adjoining the two access points. Such facilities will be developed if required in order to make the expansive beach that the National Park Service will acquire from the Cooperative accessible to the public, but in any case a very high-quality experience will be retained through relatively low-user densities. Visitor access traffic through the Cooperative will be totally eliminated on summer weekends.

A beach center, a site for supervised group camping, and an environmental education facility will be located west of the Cooperative on the site of the present private beach club, part of whose facilities may remain. A viewing platform will afford an opportunity to enjoy the natural area toward the Tip, to which access will be more limited.

All visitor parking at the west end of Rockaway Point Boulevard will be eliminated on summer weekends, except for National Park Service vehicles and those under special permit from park managers.

The National Park Service will develop a stabilized path (not a road) at the back of the beach between West Beach and Tip Beach on which a special Park Service shuttle vehicle with large tires will operate, connecting Jacob Riis Park with the Tip.

USES AT FLOYD BENNETT FIELD

Discussion

Planning for Floyd Bennett Field has progressed only to the general management plan stage. A number of suggestions for specific uses at Floyd Bennett have been made by the public, most of which would be compatible with the zoning and land-use arrangements now proposed (including model airplanes, ice and field hockey, bike rental, and biking). One suggested use--that of accommodating general aviation at the site--would be inconsistent with the park's objectives as well as in violation of the congressional mandate.

Subsequent to the publication of the Discussion Draft General Management Plan, the central part of Floyd Bennett Field, consisting of the original site of the municipal airport, was nominated to the National Register of Historic Places. This has led to some major changes in the general zoning configuration proposed for the area as discussed below.

Decisions

The general objectives for the central part of Floyd Bennett Field will be kept, while respecting and retaining the historic character of the old municipal airport. The zones devoted to structured and unstructured recreation will be within the area of the civil aviation field. In that way, the outline of the field will always be visible, which is not now the case. The lands outside the confines of the old field will be restored or reconverted to a more natural appearance, and they will be given Use-by-Reservation or Protection zone status (except for a Development Support subzone around two nonhistoric hangars on the east side of the field). Within the confines of the old field, the land will remain flat and relatively open. A runway configuration approximating that of the historic field will be left; all other runways and taxiways will be removed. This configuration will not be the same as that of the original runways, as these runways have been widened, but the original concept of the runways will be conveyed to visitors. The runways will all be within the Structured Recreation zone, leading to the natural areas. Dense areas of vegetation, as shown on the Floyd Bennett Field Management Zones map, will be planted to enclose the vistas formed by the runways, becoming something like the allees in a French garden and still preserving the scope and vistas of the airfield.

The National Park Service will continue more detailed planning for Floyd Bennett Field following additional resource surveys of soils, air and water quality, and other factors. Planning will assure that future actions will not increase summer weekend use and that the following factors will be included in the development concept plan:

Floyd Bennett Field will be the site of an important facility on man and the environment.

Floyd Bennett Field will be the site of a parking/staging area for weekend access to the Breezy Point peninsula (but not a parking garage).

Floyd Bennett Field will be the site of a Gateway Village, affording an opportunity to utilize Hangar Row for recreational, historical, educational, cultural, and related purposes.

Floyd Bennett Field will offer an opportunity to demonstrate a form of impacted land reclamation that has possible applications elsewhere in the nation, and it will present a life-sized model of the interface between the natural and man-made worlds.

The permit now extended to the New York City Police Department for helicopter uses, and the use of helicopters by the U.S. Coast Guard for air-sea rescue operations, will be continued until those uses are no longer compatible with recreational uses and development, or for at least the next 5 years. Specific concern was voiced about the continued location at Floyd Bennett Field of the city's police helicopter unit and the air-sea rescue unit of the U.S. Coast Guard. The long-term plan assumes that both operations can be relocated to other sites satisfactory to these functions. The city has informed the National Park Service that it is confident an alternative location can be arranged within that time. Because the U.S. Coast Guard has title to the land on which it operates, its operations will remain at that location for the foreseeable future until another satisfactory location is found.

SPRING CREEK PARK

Discussion

The management zones proposed in the Discussion Draft General Management Plan for Spring Creek Park were well received by the public, and the decisions presented below elaborate on that concept.

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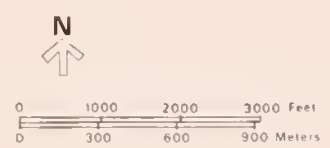


- PRIMARY ROAD
- LIGHT DUTY ROAD
- PARK BOUNDARY
- PROTECTION
- USE BY RESERVATION
- BEACH
- UNSTRUCTURED RECREATION
- STRUCTURED RECREATION
- DEVELOPMENT SUPPORT
- GATEWAY VILLAGE

MANAGEMENT ZONES

FLOYD BENNETT FIELD

GATEWAY NATIONAL RECREATION AREA
NEW YORK / NEW JERSEY





BIKE PATH CONNECTING WITH BIKE PATH ON BELT PARKWAY AND CROSS BAY BOULEVARD

PARKING
 EXISTING 0 PAVED
 PROPOSED 250 UNPAVED
 CHANGE +250 PAVED
 -350 UNPAVED

LEGEND
 PEDESTRIAN ACCESS TO BEACH PROTECTING DUNES
 PARK BOUNDARY

NORTH
 0 250 500 FEET

LONG-RANGE RESTORATION ZONE
 EXPERIMENT WITH RESTORATION OF NATURAL ENVIRONMENT;
 PROVIDE INTERIM MANAGEMENT LIMITED TO PATROLLING FOR PUBLIC SAFETY AND PROTECTION OF WETLANDS

COMMUNITY EDGE
 INCLUDE:
 • COMMUNITY GARDENS
 • INFORMAL PLAY AREAS / COURT GAMES SITES
 • MEADOWS / SHADE-TREE GROVES

RECREATION CENTER
 INCLUDE:
 • BEACH SUPPORT FACILITIES
 • BALLFIELD SUPPORT FACILITIES (LOCKERS, SHOWERS)

ORGANIZED RECREATION AREA
 INCLUDE:
 • BALLFIELDS / BEACH / JOGGING TRACK
 • SHELTERED OVERLOOKS

DEVELOPMENT CONCEPT
JAMAICA BAY /
SPRING CREEK PARK

GATEWAY NATIONAL RECREATION AREA
 UNITED STATES DEPARTMENT OF THE INTERIOR /
 NATIONAL PARK SERVICE

Decisions

In general, natural systems will be established and/or managed in areas closer to the bay edges. Design concepts for Spring Creek Park call for major modification of the existing landscape to allow or encourage restoration of a more diverse natural system, while providing for a variety of community activities.

A small support facility will be located just east of the proposed beach area on the south shore. The area behind the beach will contain ballfields, tennis and game courts, other active-recreation facilities, and an overlook of Jamaica Bay. Two small parking areas (100 spaces each) will be constructed just north of this field area, with appropriate access to the fields and the beach.

Community gardens/meadows/open space will be established along the entire eastern border of Spring Creek Park. These areas will be separated from the more organized sports sites and the more natural lands by a bikeway connecting the Belt Parkway bikepath with Cross Bay Boulevard. The buffer strip of active-recreation areas will help minimize random auto access into the more protected areas of the park.

A small nature center will be provided in the northwestern portion of the park, with a small parking area (50 spaces) serving visitors to this facility.

OTHER DECISIONS

INTERPRETIVE SERVICES AND ENVIRONMENTAL EDUCATION AT GATEWAY

A central program for all of Gateway will be public interpretation of the natural and man-made resources at Gateway, within the context of the region and its history. A separate interpretive plan will be prepared to provide the framework for these functions, and it will be followed by unit-specific plans. A separate plan will be prepared for the proposed center on man and the environment at Floyd Bennett Field's Gateway Village. This center will broaden Gateway's environmental education objectives and programs to national and worldwide dimensions, and the most effective modern communication and participatory educational processes will be utilized.

REUSE OF EXISTING STRUCTURES/BUILDING OF NEW STRUCTURES

All structures that are sound, have architectural or historical merit, are adaptable for a prescribed function, and are located at a feasible site will be reused. Structures that are unsound or cannot be adaptively reused will be demolished. New structures will be built only when no existing structure in that area is usable, or when additional space is required.

ADDING LANDS TO GATEWAY

All additions or boundary adjustments to units of the National Park System must be legislated by Congress. General management plans for a park can only recommend boundary changes when the change will allow smoother operations or when an essential element of the resource is outside the park boundary. No such additions to Gateway are recommended, since these conditions are not met.

OFF-ROAD VEHICLES/DUNE BUGGIES

No vehicles will be permitted off the roads at Gateway, except by National Park Service staff for official purposes or by visitors with special permits from park management.

ETHNIC AND KOSHER FOODS AND SERVICES AT GATEWAY

The National Park Service welcomed several suggestions that ethnic and kosher foods and services be available at the park, both as a service to those who visit, and also as a business opportunity for small concession operators in the park. Steps will be taken as part of the development process to provide these elements at Gateway.

APPENDIX A: MANAGEMENT ZONING

The following explanation of management zoning is from the Environmental Statement for the Gateway general management plan. The management zone maps for each unit follow this discussion (the management zone map for Floyd Bennett Field is printed in the body of the report).

Gateway's total land and landlocked water acreage of 8,673 acres (excluding enclave properties and including two inland ponds, new beach to be added through sand nourishment programs, and the Coast Guard property at Floyd Bennett Field) will be allocated to six management zones, each of which has specific management strategies and types of allowable use and development. Offshore waters, including those of Jamaica Bay, have not been zoned as part of this proposal. The six zones are Protection, Use-by-Reservation, Beach, Unstructured Recreation, Structured Recreation, and Development; the Development zone includes two subzones--Support and Gateway Village.

The management zones are not to be confused with the management units, which are administrative designations. The zoning scheme is intended to direct management of parklands and to prescribe areas where development or adaptive reuse of facilities, recreational activities and programs, and conservation and protection measures can be implemented. The scheme applies equally throughout Gateway, and lands and waters placed in a specific zone will be managed under similar strategies in the four management units of the park.

PROTECTION ZONE (approximately 2,480 acres; 29 percent of the park)

The Protection zone includes natural areas (existing and proposed for restoration) so sensitive to human activity that they will be available for use only under special conditions (described below). Areas in this category include high and low salt marshes, primary dunes, freshwater marshes, and any identified critical areas or habitats, such as shorebird-nesting sites. Buffer areas, because of their special protective function, also fall within this management zone. Known but unevaluated archaeological sites will be placed in Protection or Use-by-Reservation (see below) zones wherever knowledge permits accurate location of such sites.

In managing Protection zone resources, natural processes will be encouraged: Dunes will be allowed to shift with the seasons, marshes to grow or shrink according to normal environmental cycles, and so forth. Wildlife species, particularly any identified

as rare or endangered, will be protected through appropriate management strategies. Historic and archaeological resources will be managed according to approved policies and will receive similar protection. Policies will be established to discourage random access onto protected lands. Where Protection zones are traversed by stabilized paths, these paths will be designed to minimize possible deviations from prescribed routes. The only vehicles allowed on these paths will be park-approved vehicles. Primary dune systems and dune vegetation will be protected from trampling by means of raised walkways, boardwalks, or other appropriate means. Protection zones in areas where natural resources have been destroyed or substantially modified will be managed to encourage restoration of a more natural regime; for example, the dunes behind the beach at Sandy Hook and Breezy Point will be restored, and some marsh areas on the periphery of Floyd Bennett Field will be replanted. Major landscaping will not take place, except in areas that are being restored or where buffers are established.

Uses of lands in the Protection zone will be strictly regulated and confined to research and maintenance. Development will be limited to stabilized paths, low-impact trails, raised boardwalks or other pedestrian crossings, and fencing in buffer areas to provide effective separation. No roads or large permanent structures will be permitted. Research-related structures such as photo blinds will be allowed.

USE-BY-RESERVATION ZONE (about 3,345 acres; 38 percent of park)

Areas of Gateway that are sensitive to overuse will be zoned for use-by-reservation so that management can control access by scheduling groups and issuing permits to individuals. Included in this zone are most forests, some upland marsh areas and secondary dunes, and spacious grasslands with significant natural values. Areas planned for special uses, such as nurseries and horticultural experiment sites, will be placed in this zone, as will certain historic and archaeological sites, structures, and features.

Relatively undisturbed landscapes in this zone will be managed to protect and preserve existing resources, including resident and seasonal wildlife species, and to allow natural processes to continue with minimum interruption; manipulations such as establishing fire-breaks and controlling mosquito populations will be carried out where necessary for visitor health, comfort, or safety. Use-by-Reservation lands that have been previously altered through land-filling, bulkheading, or other action will be reclaimed and restored or brought to a new, more suitable ecological balance through landscaping, planting, and wildlife management techniques. If

required, landscape screening will be incorporated to ensure that such areas are adequately protected from surrounding uses. Historic and archaeological resources will be managed in accordance with approved policies and will be protected through appropriate maintenance and security measures (e.g., fencing, patrols, onsite personnel).

Low-impact uses allowed in Use-by-Reservation zones will include nature study, environmental education, historical interpretation, hiking, and--where appropriate--gardening and planting. Bicycling will be permitted only on designated trails and paths, and camping only at specified sites in supervised groups. Only small unobtrusive new structures (e.g., shelters and field classrooms), wayside exhibits, educational signs, and similar facilities will be permitted in natural areas; roads and trails will be allowed, but they will be designed and managed to discourage people from leaving their vehicles and striking out on their own. Gardens may include greenhouse structures, maintenance sheds, or similar facilities. Historic structures will incorporate modern appurtenances required for interpretation, security, or visitor safety.

BEACH ZONE (about 604 acres; 7 percent of park)

The Beach zone includes both ocean and bay shores having the capacity to accommodate moderate to substantial recreational use.

Management strategies in Beach zones will, to the extent possible, reflect natural processes affecting specific beach areas. Natural shoreline dynamics will be interrupted only as necessary to reduce erosion and maintain beach use in major public-use areas. Techniques may include maintenance or establishment of dune systems, plantings, and windbreaks, and sand nourishment where necessary on eroding shorelines. Beaches will be maintained or expanded to provide for planned levels of recreational use. Shoreline maintenance and cleanup will continue.

The primary uses of the Beach zone will be swimming and surfing (where offshore currents and water quality permit), sunbathing, beachcombing, and similar activities. Surf-fishing will be an important activity in a few locations identified by park management when such use will not conflict with other activities--primarily during the off-season and in the summer at times when few people are swimming. With the exception of existing seawalls and groins, only mobile structures to support recreational use, such as sun shades, lifeguard stands, ramps for the handicapped, and other minor, temporary structures required for seasonal use, will be allowed on the beach itself. No roads or established trails will be permitted in the Beach zone.

UNSTRUCTURED RECREATION ZONE (about 1,053 acres; 12 percent of park)

This zone contains predominantly natural areas, other than beaches, that can accommodate substantial recreational use. Included are open grassland/thicket areas with no particularly sensitive natural or historic resources.

Areas zoned for unstructured recreation will be landscaped to preserve natural vegetation and scenery while establishing sites that can support casual outdoor uses. Wildlife species that can coexist in such areas will be protected through appropriate management techniques. Land uses may be periodically rotated to permit regrowth of natural vegetation. Historic resources will be managed according to approved policies.

All outdoor activities that require little supervision and few support facilities will be allowed in this zone, e.g., picnicking, walking, bird-watching, kite flying, bike riding, and informal athletics. Developments will be provided as necessary to support these and similar uses; facilities may include paths, bicycle trails, walks, campsites for supervised group camping, comfort stations, picnic sites/shelters, grassy amphitheaters, arboretums, gardens, and historical, horticultural, and other exhibits. Roads are an acceptable development in this zone, and some field space may be designated for overflow parking on peak days.

STRUCTURED RECREATION ZONE (about 498 acres; 6 percent of park)

This zone encompasses outdoor areas that can be developed and landscaped to support active organized sports and recreation. They include lands already developed for these purposes and selected open or disturbed uplands where there are no sensitive or significant natural resources and where active use will not conflict with preservation of historic resources.

The Structured Recreation zone will be managed by using techniques that ensure the preservation of heavily used public spaces. Landscaping will be designed to support the recreational uses intended for this zone. Natural vegetation and cover will be incorporated wherever possible. Approved policies will be followed in managing historic resources.

Structured Recreation lands will accommodate all athletic activities requiring hard surfaces, structured grounds, playing fields, and so forth. More casual uses will also be permitted. Roads will be provided as necessary, and all facilities and support systems that aid in fulfilling the intent of this zone will be allowed, including

baseball diamonds, cricket pitches, soccer and football fields, basketball courts, tennis courts, benches, shade structures, comfort facilities, information booths, portable bleachers, bandshells, and grassy amphitheaters. Other related facilities may be included, such as bicycle trails, lighting for nighttime events and activities, underground sprinklers or other artificial irrigation systems, and the like.

DEVELOPMENT ZONE (acreages listed for subzones)

The Development zone includes those parts of Gateway where buildings or hard-surfaced parking lots predominate, or where the land is suitable for construction of large beach or recreation centers and support facilities. Areas assigned to this zone include existing developed areas and accessible disturbed uplands with no sensitive or significant natural and historic resources.

Two subzones have been designated to aid in distinguishing the character of developed areas within the park: the Support subzone includes those facilities that support or make possible recreational use of the park; the Village subzone contains the three Gateway Villages. Historic resources lying in either of these subzones will be properly managed and protected according to approved policies.

Development Support Subzone (about 438 acres; 5 percent of park)

In managing this subzone, existing structures will be adaptively restored and reused wherever appropriate. Any buildings or structures classified as unsafe or unsuitable for public or administrative use--and not required by long-range plans--will be demolished. Landscaping, such as windbreaks and shaded areas for picnicking, will be designed to aid public use and enjoyment of facilities. Waste-disposal systems will be in compliance with the latest state and federal standards for environmental protection.

This subzone will be designed to support active use by large numbers of visitors, aiding people in conducting recreational or educational activities in nearby Beach, Structured, or Unstructured Recreation zones. Such uses may include parking, getting basic information about the park, changing clothes, showering, eating, beginning/ending field studies, and so forth. Some direct participation in activities will take place in this zone, such as pool swimming, hosteling, classroom/laboratory work in environmental education, community and special-interest group events, and similar activities. Permanent facilities will be provided as appropriate, including roads, parking surfaces, pedestrian and vehicle overpasses, boardwalks, bathhouses, comfort stations, guest marinas (no long-term boat storage), marinas with seasonal rental spaces,

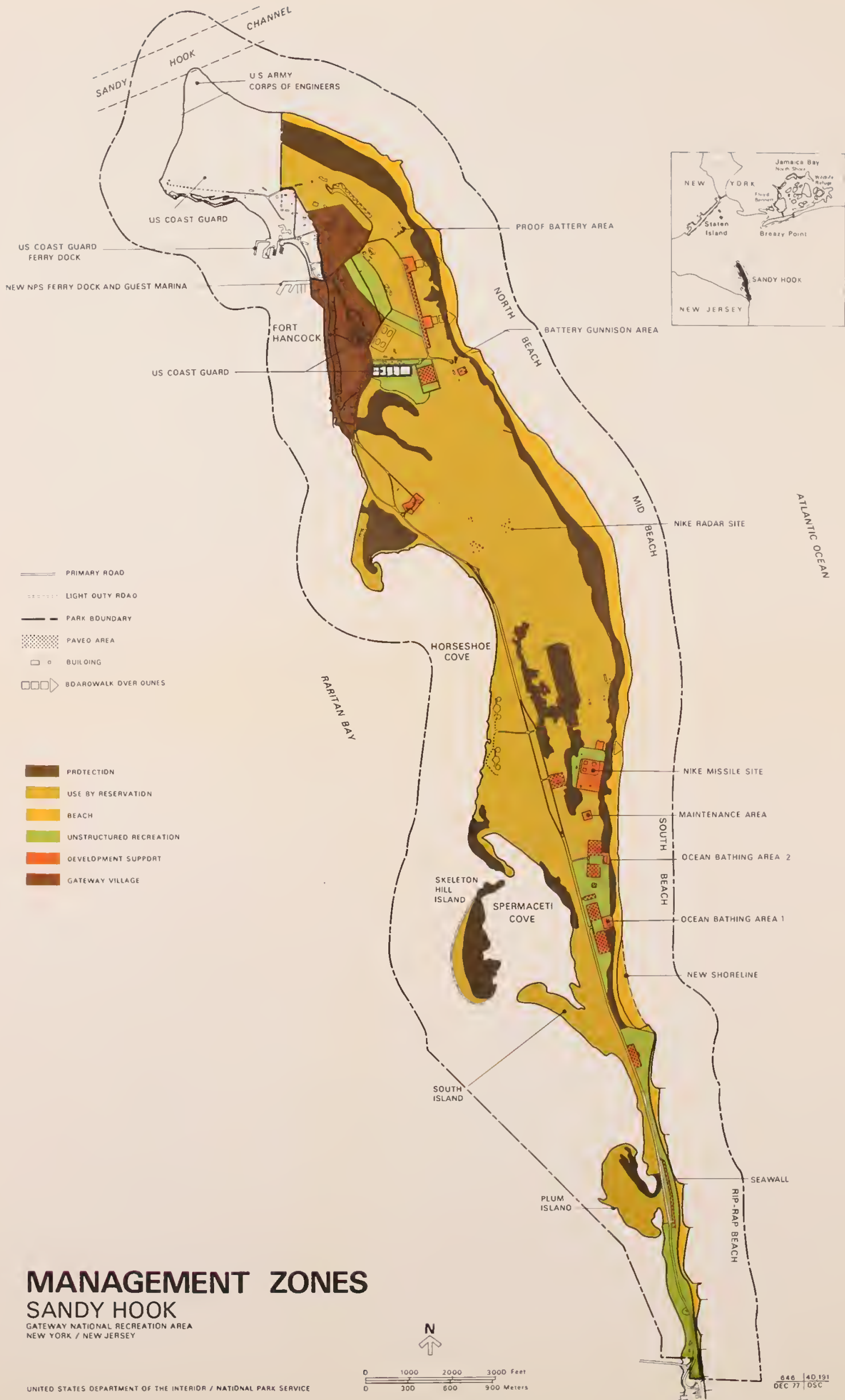
restaurants and other food-service establishments, shops providing rental equipment, administration and maintenance facilities (including limited housing for park staff required to remain on site), and all related structures for participatory activities, such as swimming pools, campsites, hostels, shelters, cabanas, playing courts, educational centers, community meeting halls, and the like. In areas where primary dune systems in Protection zones parallel the beach, facilities to support beach use will be located in Support subzones directly behind the dune system. Access to the beach will be along boardwalks or other controlled-access routes to avoid damage to the foredune.

Village Subzone (about 255 acres; 3 percent of park)

Areas at Fort Hancock on Sandy Hook, Fort Wadsworth on Staten Island, and Floyd Bennett Field will be developed and managed as Gateway Villages--the major activity centers of the park. These villages will fulfill all the functions of traditional Park Service visitor-center complexes, providing necessary orientation and other services for first-time visitors as well as day-to-day information about programs and events throughout the park. However, they are also planned to take on a much larger role, as major education centers and "object lessons" in the relationship of man and his environment. The term "village" has been used deliberately to signal a concentration of intensive uses, but without the adverse connotations associated with urbanization. Year-round environmental education programs, cultural events, exhibits, and research will take place in the Gateway Villages, as well as outdoor and indoor recreational activities and programs.

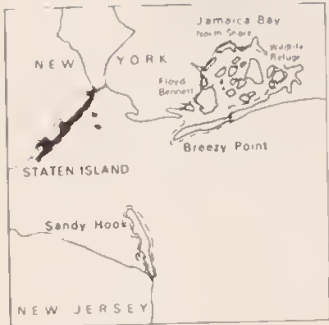
Lands and facilities within the Gateway Villages will be managed using techniques similar to those described in the Support subzone section above. Emphasis will be placed on the preservation and adaptive reuse of historic resources and the introduction of natural plant materials into an urban environment. New facilities will be constructed and maintained to complement this setting.

Recreational uses appropriate to a "village" setting will be accommodated in this zone, including staying in a hostel; attending or participating in cultural and educational events, lectures, shows, exhibits, and festivals; dancing; singing; swimming; playing indoor sports; eating; gardening; studying; doing research; and so on. All development required for the support of these kinds of activities will be acceptable in the villages; examples are restaurants and cafes, stores, classrooms, laboratories, theaters, studios, gymnasiums, day camps, hostel units, playgrounds, day-care centers, visitor centers, interpretive centers, plazas, open-air markets, promenades, administration and maintenance facilities, apartments and other residences for essential park staff (those required to stay on site) and for sites for recreational vehicles, and parking areas.



MANAGEMENT ZONES SANDY HOOK

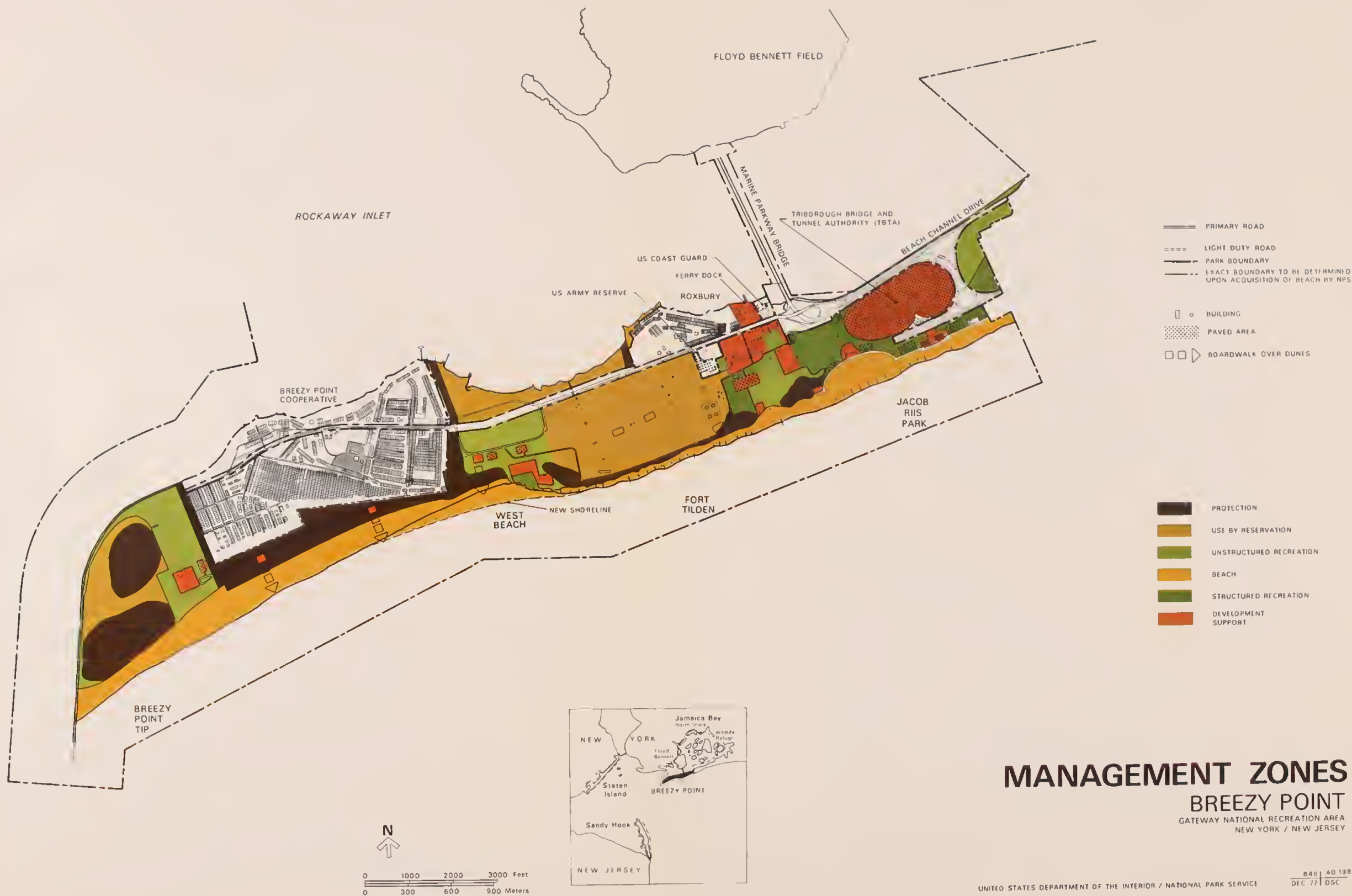
GATEWAY NATIONAL RECREATION AREA
NEW YORK / NEW JERSEY



MANAGEMENT ZONES

STATEN ISLAND

GATEWAY NATIONAL RECREATION AREA
NEW YORK / NEW JERSEY







MANAGEMENT ZONES

WILDLIFE REFUGE

GATEWAY NATIONAL RECREATION AREA
NEW YORK / NEW JERSEY

APPENDIX B: PAID PARKED CARS AT JACOB RIIS
PARKING LOT ON 1976 SUMMER SUNDAYS

The Jacob Riis parking lot is currently operated by the Triborough Bridge and Tunnel Authority, which is the source of the data. The average number of cars parked at the Riis Park lot for the 1976 Sundays in the summer season was 4,492. Assuming that on any Sunday the cars parking at the Riis Park lot have approximately the same number of occupants, and assuming that the proportion of parked cars to beach users remains fairly constant throughout the summer, then average use on the nonpeak summer Sundays in 1976 was less than half of the peak-day use. This pattern of use (average summer Sunday use that is less than half the peak-day use) is generally the same at all Gateway beaches. It should also be noted that Saturdays are generally less crowded than Sundays.

Summer Sundays (rank)	Date	Paid Parked Cars	Percent of Peak-Day Use
1	8/22	11,664	---
2	7/18	9,903	84.9
3	7/25	9,866	84.6
4	6/27	8,553	73.3
5	8/1	6,527	55.9
6	8/29	4,809	41.2
7	7/11	3,946	33.8
8	6/13	3,475	29.8
9	8/15	2,798	24.0
10	7/4	2,037	17.5
11	6/20	1,409	12.1
12	9/5	1,317	11.3
13	6/6	473	4.1
14	5/30	356	3.1
15	8/8	253	2.2
TOTAL		67,386	AVERAGE 34.1

APPENDIX C: DAILY AND ANNUAL VISITOR USE
AT GATEWAY UNITS

Sandy Hook

Daily Visitor Use Table
Daily/Annual Visitor Use

Staten Island

Daily Visitor Use Table
Daily/Annual Visitor Use

Breezy Point

Daily Visitor Use Table
Daily/Annual Visitor Use

Jamaica Bay

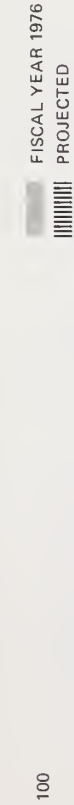
Daily/Annual Visitor Use

SANDY HOOK - DAILY VISITOR USE
FY 1976 and Projected for Stage I

	OBA 1 & 2	Nike Beach	Gunnison Beach	Proof Battery Beach	Total Swim Area
USABLE BEACH AREA (sq. ft.)	1,255,000	440,000	762,000	535,000	2,990,000
BEACH CAPACITY @ 75 sq. ft. per person (# of people)	41,000	14,700	25,500	17,800	99,000
AVERAGE SUMMER WEEKEND DAY Arrive by Auto					
FY 1976	13,000	0	100	1,900	15,000
Projected	10,000	1,000	2,000	2,000	15,000
Arrive by Public Transit					
FY 1976	0	0	0	250	250
Projected	0	0	0	250	250
Arrive by Ferry					
Projected	0	0	5,000	5,000	10,000
Total Daily Use FY 1976	13,000	0	100	2,150	15,250
Projected	10,000	1,000	7,000	7,250	25,250
Noon Beach Use (total daily use/turnover rate of 2.5)					
FY 1976	5,200	0	40	760	6,000
Projected	4,000	400	3,200	2,900	10,500
Beach Density (sq. ft./person)					
FY 1976	241	0	20,000	700	500
Projected	315	1,100	240	180	300
CAPACITY OF PROPOSED FACILITIES (# of people)					
	3,000- 5,000	200- 600	2,000- 4,000	2,000- 4,000	
PEAK WEEKEND DAY TRAFFIC ENTERING PARK		Total People		Total Vehicles	
FY 1976					
Auto (±3.5 people/car)		30,000		8,600	
Public Transit and Charter (50 people/bus)		500		10	
Total		30,500		8,610	
Projected					
Auto (±3.5 people/car)		30,000		8,600	
Public Transit and Charter (50 people/bus)		500		10	
Ferry		10,000		0	
Total		40,500		8,610	

SANDY HOOK

DAILY USE



ANNUAL USE



The bar graphs show projected daily visitor-use increases at Sandy Hook and the consequent increase and distribution of annual visits. Note the large increases projected on other than heavy-use days.

STATEN ISLAND - DAILY VISITOR USE
FY 1976 and Projected for Stage I

	Bathhouse Beach	Crookes Neck Beach	Total Swim Area
SWIMMABLE BEACH AREA (sq. ft.)	340,000	460,000	800,000
BEACH CAPACITY @ 75 sq. ft./person (# of people)	11,400	15,600	27,000
AVERAGE SUMMER WEEKEND DAY Arrive by Auto FY 1976 Projected	5,000 5,000	1,300 1,300	6,300 6,300
Arrive by Public Transit and Charter FY 1976 Projected	1,000 0	0 1,000	1,000 1,000
Total Daily Use FY 1976 Projected	6,000 5,000	1,300 2,300	7,300 7,300
Noon Beach Use (total daily use/ turnover rate of 2.5) FY 1976 Projected	2,400 2,000	520 920	2,920 2,920
Beach Density (sq. ft./person) FY 1976 Projected	140 170	880 500	270 270
CAPACITY OF PROPOSED FACILITIES (# of people)	2,000- 3,000	500- 1,500	
PEAK WEEKEND DAY TRAFFIC ENTERING PARK		Total Vehicles	
FY 1976 and Projected	Total People		
Auto (±3.5 people/car)	6,300	1,800	
Public Transit and Charter (50 people/bus)	1,000	20	
Total	7,300	1,820	

STATEN ISLAND

DAILY USE

ANNUAL USE

The bar graphs illustrate projected increases in use of Staten Island areas on summer weekdays and during the off-season.

FISCAL YEAR 1976
PROJECTED

3

2.5

2

1.5

1

.5

MILLIONS OF VISITORS

100

80

60

40

20

THOUSANDS OF VISITORS

HEAVY-USE
DAYS

AVERAGE
WEEKEND
DAYS

AVERAGE
WEEKDAYS

AVERAGE
WEEKDAYS

AVERAGE
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AVERAGE
WEEKDAYS

AVERAGE
WEEKDAYS

AVERAGE
WEEKDAYS

SUMMER

SPRING
FALL

WINTER

SUMMER

SPRING
FALL

WINTER

365

176

121

100

33

3

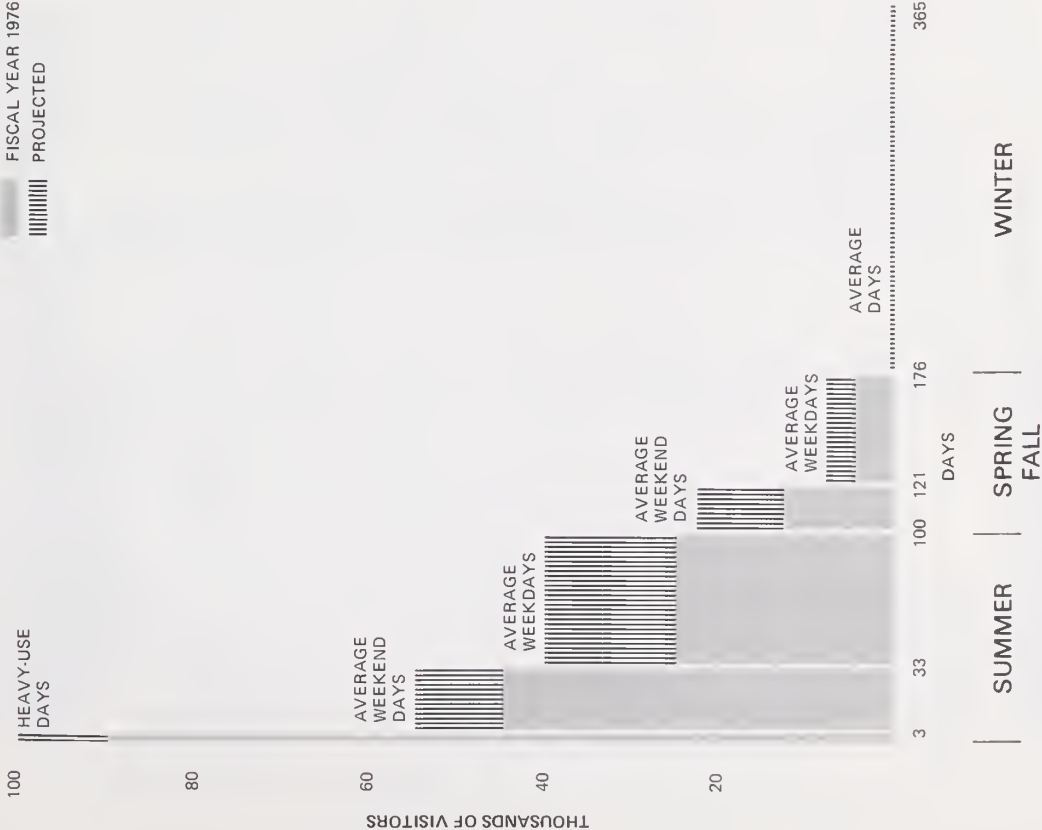
BREEZY POINT - DAILY VISITOR USE
FY 1976 and Projected for Stage I

	Tip Beach	West Beach	Fort Tilden	Jacob Riis	Total Swim Area
USABLE BEACH AREA (sq. ft.)	2,100,000	1,637,500	385,000	1,960,000	6,082,000
BEACH CAPACITY @ 75 sq. ft. per person (# of people)	7,000	55,000	13,000	65,000	200,000
AVERAGE SUMMER WEEKEND DAY Arrive by Auto	5,000	12,000	0	20,000	37,000
Projected	0	0	0	20,000	20,000
Arrive by Public Transit and Charter	0	0	500	8,000	8,500
FY 1976	0	6,500	2,000	0	8,500
Projected	0				
Arrive by NPS Shuttle from Floyd Bennett Field	0	12,000	5,000	0	17,000
Projected					
Arrive by Ferry and Shuttle on Stabilized Path	10,000	0	0	0	10,000
Total Daily Use					
FY 1976	5,000	12,000	500	28,000	45,500
Projected	10,000	18,500	7,000	20,000	55,000
Noon Beach Use (Total daily use/turnover rate of 2.5)					
FY 1976	2,000	4,800	200	11,200	18,200
Projected	4,000	7,400	2,800	8,000	22,200
Beach Density (sq. ft./person)					
FY 1976	1,050	340	1,930	180	340
Projected	520	220	140	250	280
CAPACITY OF PROPOSED FACILITIES (# of people)	2,000- 6,000	6,000- 9,000	2,000- 4,000	6,000- 10,000	
PEAK WEEKEND DAY TRAFFIC ENTERING BREEZY POINT	Total Vehicles				
FY 1976	Total People				
Auto (±3.5 people/car)	74,000				
Public Transit and Charter (50 people/bus)	16,000				
Total	90,000				
Projected	13,150				
Auto (±3.5 people/car)	46,000				
Public Transit and Charter (50 people/bus)	16,000				
Shuttle from Floyd Bennett Field (50 people/shuttle)	28,000				
Ferry	10,000				
Total	100,000				

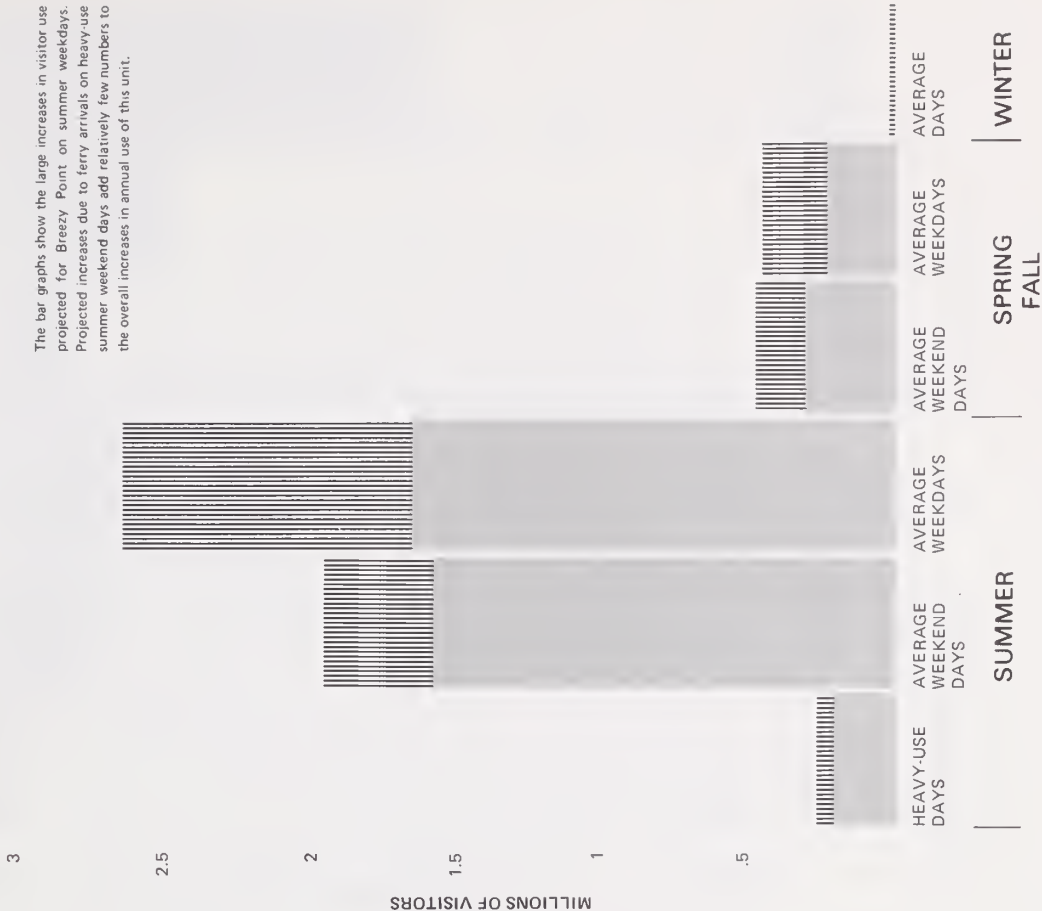
(8,000 additional autos will enter
park at Floyd Bennett Field,
avoiding the Marine Parkway Bridge)

BREEZY POINT

DAILY USE



ANNUAL USE



The bar graphs show the large increases in visitor use projected for Breezy Point on summer weekdays. Projected increases due to ferry arrivals on heavy-use summer weekend days add relatively few numbers to the overall increases in annual use of this unit.

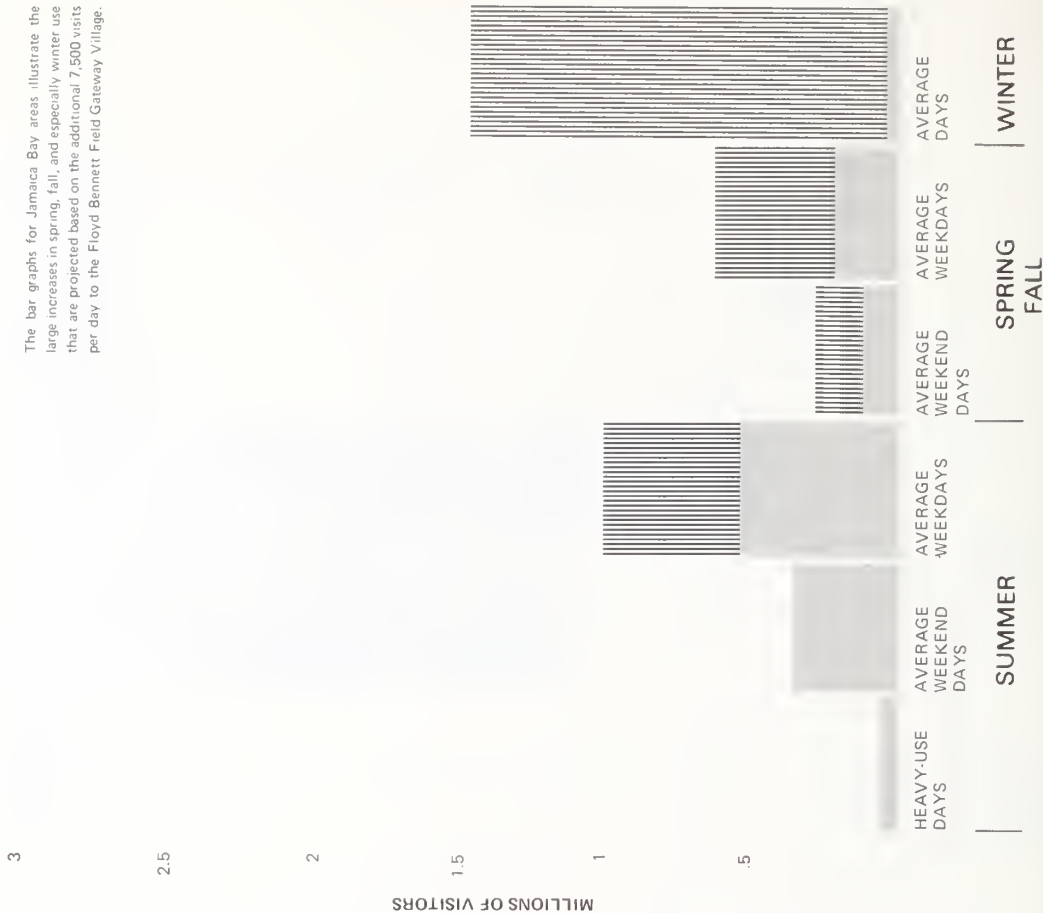
JAMAICA BAY UNIT

(FLOYD BENNETT FIELD, NORTH SHORE, WILDLIFE REFUGE)

DAILY USE



ANNUAL USE



The bar graphs for Jamaica Bay areas illustrate the large increases in spring, fall, and especially winter use that are projected based on the additional 7,500 visits per day to the Floyd Bennett Field Gateway Village.

S E L E C T E D B I B L I O G R A P H Y :
G A T E W A Y P L A N N I N G D O C U M E N T S

Basic Information. Denver: U.S. Government Printing Office,
1975.

A brief description of the park and region, and an outline of the concerns, influences, and goals that had been identified in the early stages of planning.

Draft Statement for Management. Denver: U.S. Government
Printing Office, 1976.

A detailed explanation of the park purpose, significance, objectives, and influences.

Environmental Assessment. Denver: U.S. Government Printing
Office, 1976.

A detailed description of the park in its regional setting, and the presentation of three alternative planning approaches.

Discussion Draft General Management Plan. Denver: U.S.
Government Printing Office, 1976.

A first-draft conceptual plan for Gateway.

Here's What We Heard. Brooklyn, NY: National Park Service,
Gateway National Recreation Area, 1977.

A brief summary of the comments made by the public in response to the Discussion Draft General Management Plan.

Task Force Report on Gateway Economic Development. Brooklyn,
NY: National Park Service, Gateway National Recreation Area,
1977.

A report that includes recommendations for economic development at Gateway and for ensuring equitable minority representation in the Gateway economy.

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, and parks and recreation areas, and to ensure the wise use of all these resources. The Department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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